



UNITED STATES DEPARTMENT OF THE INTERIOR BUDGET JUSTIFICATIONS, F.Y. 1994



158-40

BUREAU OF LAND MANAGEMENT

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Bureau of Land Management Headquarters and Field Organization

❖Organization❖

The programs and functions of the *Bureau of Land Management (BLM)* are carried out through the following major organizational components:

Headquarters Office

Consists of the *Director, Deputy Directors, Assistant Directors*, and the staff offices and divisions reporting to them (see organization chart) and provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Land and under other statutory authorities. The Headquarters office maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provides central administrative direction and procedures for Bureauwide activities.

State Offices

Each headed by a *State Director*, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and public service programs within the States under their jurisdictions, for National program policy development and support for delegated program areas under their jurisdictions, for providing delegated technical and administrative support functions within their jurisdictions, and for supervising the activities conducted by District Offices. There are a total of 12 State Offices.

District Offices

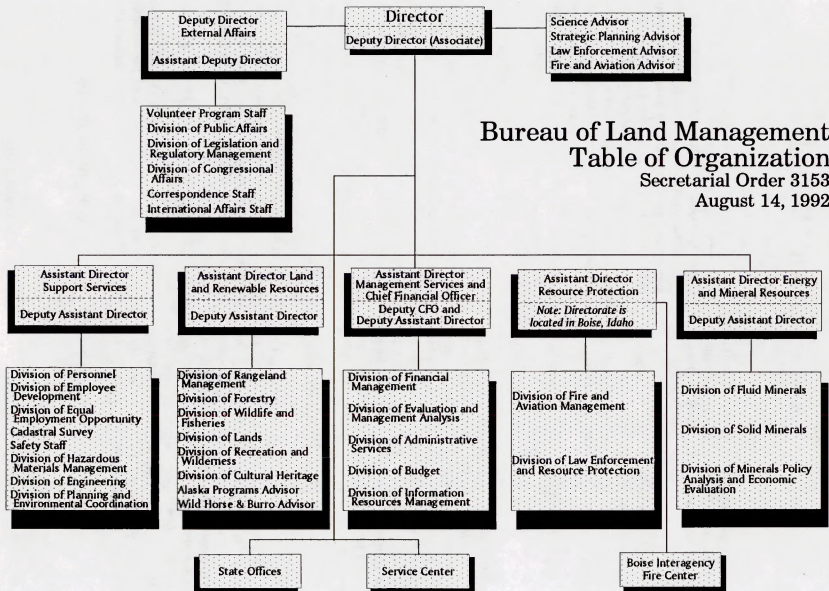
Each headed by a *District Manager*, have responsibility for directing BLM multiple-use program implementation and operations, land use planning, administrative support, and for supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas, except for the Alaska and Eastern States Offices where the District Managers perform this role. There are a total of 59 District Offices.

Resource Area Offices

Each headed by an *Area Manager*, have responsibility for implementing BLM's total Public Land multiple-use management programs on-the-ground in that Resource Area, including user contacts at the local level. All planning and resource management actions affecting the Public Land are handled by this organizational level, except in the Alaska and the Eastern States Office which do not have a Resource Area organizational level. There are a total of 139 Resource Area Offices.

Bureauwide Support Offices

- ❶ The *Service Center (SC)*, located at Denver, CO, and headed by the *Service Center Director*, provides Bureauwide technical, scientific, data management and administrative services;
- ❷ The *National Interagency Fire Center (NIFC)*, located at Boise, ID, provides fire training and logistical support, and aviation management services for the Bureau's programs.



Bureau of Land Management General Statement

The *Bureau of Land Management (BLM)* was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of §402 and §403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in §301 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731).

❖The BLM Mission❖

The BLM is responsible for managing, protecting, and improving the 270 million acres of the Public Lands in a manner to serve the needs of the American people for all times. Management is based on the principles of *multiple-use* and sustained yield of our Nation's resources within a framework of environmental responsibility and scientific technology. BLM also emphasizes conservation, protection, and appropriate development and use of these resources, to achieve the optimum combination of diverse uses which considers long-term needs of future generations for an ecologically sound environment and a strong economy.

BLM is responsible for carrying out the full range of programs for the conservation, management, development, and protection of both surface and mineral resources on approximately 270 million acres of the Public Land located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. BLM also administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other Federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

In concert with BLM's goals for multiple-use and sustained yield management, other BLM goals include the following: improving resource conditions and preventing environmental degradation; developing partnerships to share financial responsibility and provide additional expertise for the sound management of natural resources; strengthening research, scientific and technical development efforts; employing a diverse workforce and supporting its professional development; and fostering a service ethic that is responsive to the public and meets the needs for public participation and information sharing about management of the Public Land.

❖Future Direction for the Nation's Public Land❖

Because of such factors as the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic picture of the western States, the national Public Land managed by BLM is rapidly being discovered by more people, becoming more visible on a national level, and is being subjected to more intensive use pressures and conflicts.

Additional responsibilities have been placed on the BLM through recent legislation which recognize the Public Land as a valuable resource base needing management and protection. Concurrently, heightened public controversy concerning resource decisions for the Public Land has resulted in lawsuits which often challenge the concept of multiple-use land management.

A key element in meeting the Nation's expectations regarding Public Land uses is the BLM's capability to manage these lands and resources adequately, both now and in the future. This means that BLM's programs must be funded at

levels which will achieve adequate on-the-ground management, resource analyses, decision-making, and use supervision for the many resources on and under the Public Land.

Ecosystem Management – BLM is moving toward an ecosystem management process which is centered around managing ecological systems rather than individual resource parts while recognizing that humans and their social, economic and cultural needs are integral factors of natural systems.

The process of ecosystem management in BLM is governed by the principles of restoring, maintaining, and sustaining ecosystems; maintaining landscape functions; increasing partnerships and cooperative management; improving scientific decision making; integrating data and data applications; utilizing interdisciplinary approaches; managing at various scales as appropriate; and reconnecting portions of the natural landscape that have been managed separately in the past.

To carry this philosophy forward, BLM managers will use a more integrated and coordinated approach for planning and implementing resource management actions. Rather than addressing each natural resource need independently, BLM plans and actions will focus on addressing the functioning of natural systems as influenced by all affected natural resource, social, and economic needs and their inter-relationships for a given piece of geography, at the appropriate scale (e.g., region, landscape, local ecosystem, watershed, etc.) for planning or action. Interested parties and the public will continue to be invited to participate from the initial planning stages through implementation.

President's Economic Stimulus Proposal – The President's Economic Stimulus package included 1993 Supplemental Appropriation requests for BLM of \$15,028,000 for the Oregon & California Grant Lands (O&C) account, and \$1,878,000 for the Management of Lands & Resources (MLR) account.

The requested supplemental for O&C funding includes increases for *Western Oregon road maintenance and reforestation*. Supplemental road maintenance funds will be used for repairing approximately 85 bridges, installing guardrail on 45 additional bridges, replacing about 40 major culverts, 334 miles of chip-seal on deteriorating bituminous surfaced roads, and rebuilding depleted stockpiles with 270,000 cubic yards of crushed aggregate.

For forest development in western Oregon, it is critical to manage the remaining commercial timber base acres to provide the highest level of fiber possible consistent with good ecosystem management. The increased funding for reforestation will enable BLM to meet these objectives and provide local economic benefits in the short and long term. These funds will be used for precommercial thinning and vegetative maintenance release on approximately 39,500 acres in all six Western Oregon BLM Districts.

The supplemental request of \$1,878,000 for the MLR program will be used to accelerate the *BLM's riparian-wetlands initiative*. This would bring the BLM total for riparian management in 1993 to nearly \$14,000,000 in a major effort to meet the Bureau's goal of 75 percent of all riparian areas in proper functioning condition by 1997. These funds are for project type work, a large portion of which could be done under contract and/or in partnership with outside groups. Project work includes 180 miles of fence construction and modification, 12 dike and pond construction projects, and several thousand acres of planting, seeding, thinning and weed control. These requests are for on-the-ground project work to be done primarily under contract. Projects have been identified in 11 western states.

◆ 1994 Budget Request ◆

Overview

The total 1994 Budget level for the BLM is estimated at \$1,151,123,000. The 1994 President's Budget includes \$1,110,651,000 requested for Current Budget Authority, an increase of \$82,380,000 from the 1993 Enacted to Date Appropriations Level. For Permanent Budget Authority, the 1994 Estimate is \$40,472,000, a decrease of \$50,600,000 from the 1993 Estimated amount.

The BLM Budget request will support a total of 12,128 Budgeted FTE in 1994, a decrease of 225 FTE from the 1993 Budgeted level. Of this total, the actual number of FTE used by the BLM in 1994 would be 11,006 FTE, a decrease of 143 from BLM's estimated 1993 FTE utilization. The difference is accounted for by Budgeted FTE in BLM's accounts which support other bureaus, such as in the Fire Programs, allocations received from other agencies, and ceiling-exempt FTE.

◆ Major Initiatives ◆

Investing in America's Public Land for Today and the Future – The constantly increasing public demand for both protection and development of Public Land resources is increasing the importance of investing in America's Public Land for today and the future. A large portion of the BLM's Budget is actually an investment in America. Public Lands provide abundant recreation opportunities (both intensive and dispersed); vast amounts of wildlife habitat; scenic values; forage for livestock; habitat for wild horses and burros; lands for communication and transportation systems and community expansion; a wide variety of minerals including oil & gas, gold, coal, sand & gravel, and others; lands which produce timber; and many more. In order to ensure the continued value of the resources on the Public Land, BLM must balance the demands for use and protection in a way that also contributes to the long-term stability and well-being of the econo-

my. BLM does this through a variety of investments in the Public Land.

The 1994 President's Budget continues to emphasize the BLM's ongoing initiatives such as *The Riparian-Wetland Initiative for the 1990's*, *Fish and Wildlife 2000*, *Recreation 2000*, *Range of Our Vision*, etc. These initiatives are all designed to consider the most efficient and effective means for investing in Public Land Resources in order to meet current demands while still providing for the future enjoyment and use of America's Public Lands.

The 1994 President's Budget for BLM supports the President's efforts for Investments in *Natural Resource Protection and Environmental Infrastructure* and *Facilities Infrastructure* as well as addressing efficiencies to reduce costs and support deficit reduction.

Natural Resource Protection and Environmental Infrastructure – The 1994 President's Budget includes a total of \$27,900,000 in program increases associated with the *Natural Resource Protection and Environmental Infrastructure Initiative*. These investments are included under individual program subactivities as the following increases:

An increase of \$9,000,000 is identified for *facilities maintenance*. The additional funds will enable BLM to perform maintenance activities to meet health, safety, and physically impaired access standards, to protect the public's investment in existing facilities, and to reduce future major rehabilitation costs. This increase also includes funding for Western Oregon road maintenance. Because road maintenance fee collections have decreased as a result of the decrease in commercial timber hauling fee collections, a greater reliance has been placed upon the appropriated O&C dollars to fund maintenance, and thus to protect the Bureau's investment.

A \$7,000,000 increase is requested for implementation of the *Riparian-Wetland Initiative for the 1990's*. This would bring the BLM total for riparian management to \$19,000,000 spread among

three primary programs in a major effort to meet the Bureau's goal of 75 percent of all riparian areas in proper functioning condition by 1997. The majority of these funds are for project type work, a large portion of which could be done under contract and/or in partnership with outside groups.

An increase of \$5,900,000 is requested for construction of stream structures, fish passages and other project work associated with implementation of the *Columbia and Snake River Basin Anadromous Fish Management Plan*. BLM is using the ecosystem management approach to resolve issues and conflicts related to T/E species and development in the Pacific Northwest. Management actions will be part of a multi-program multi-agency partnership effort which will include early public and user group involvement.

Finally, a \$6,000,000 increase is requested for the *Threatened and Endangered Species (T/E) program* in BLM for pre-listing actions involving over 1,000 candidate species of plants and animals. Also, for implementation of recovery actions identified in Recovery Plans and other management plans relating to 220 listed species. This item includes actions to improve the resources for work designed to avoid the need for future listings.

Federal Workforce Reduction – As part of the Department of the Interior's share of the President's directive to reduce the Federal civilian workforce by 100,000, the President's Budget for includes a reduction of 373 FTE from the 1993 Enacted to Date level, excluding additional FTE associated with 1994 program increases. This FTE reduction from ongoing levels will result in a savings of \$9,818,000, which is taken as an uncontrollable decrease from the 1993 Enacted level.

Administrative Cost Streamlining – The 1994 Budget request also includes reductions of \$5,200,000 associated with achieving the President's directive for administrative cost reduction and streamlining practices in BLM. These reductions are outlined in the following table:

Table I Administrative Cost Reductions (\$ 000)

Reductions in costs associated with the transfers of BLM personnel	-1,000
General reduction in Bureau travel and Advisory Boards' costs and travel budgets	-1,000
Administrative cost reductions and streamlining in the O&C Appropriation	-1,100
Reductions in general equipment	-600
Administrative cost reduction and streamlining in the Fire Protection Appropriation	-1,500
Total	-5,200

❖Program Changes❖

Management of Lands and Resources (MLR)

The MLR appropriation is the BLM's largest and primary operating account. It provides funding for the majority of the BLM's natural resources management and operational activities on the Public Land. The 1994 President's Budget Request for MLR is \$606,307,000, an increase of \$66,051,000 over the 1993 Enacted to Date Level. Included in this overall increase from 1993 is a net increase of \$1,248,000 as a result of uncontrollable changes from the 1993 level in 1994; and program increases totalling \$64,803,000. The following major program changes are recommended in the 1994 President's Budget:

Energy and Minerals Management – The 1994 Budget Request for energy and minerals management is \$71,126,000, an increase of \$1,390,000 above the 1993 Enacted Level. The Oil and Gas Management program is budgeted at \$53,158,000, an increase of \$1,456,000 from the 1993 Enacted Level, including a program increase of \$2,000,000. The increase will be used for increasing oil and gas inspections. The 1994 request

level for the Coal Management program is \$8,431,000, a decrease of \$22,000 from 1993; and the Other Mineral Resources Management program is budgeted at \$9,537,000, which is \$44,000 less than the 1993 Enacted Level; both due to uncontrollable cost adjustments.

It is anticipated that legislation will be enacted to fund the Mining Law Administration program through a permanent annual mining claim rental fee charged for each unpatented mining claim. The total Mining Law program level, funded from rental fee collections, is estimated to be \$20,300,000 in 1994. This represents an increase of \$2,870,000 over the 1993 Enacted Level. The increased funding from mining claim annual rental fees will allow BLM to establish inspection/enforcement procedures needed to administer new revenue from hard rock mining and to respond to proposed legislation associated with changes to the mining law. Additional funds would also be used to enhance on the ground activities such as inspection and enforcement of mining operations, including those using cyanide.

Lands and Realty Management – The 1994 Budget Request is for \$44,331,000, an increase of \$4,101,000 over the 1993 Enacted Level. This budget request includes funding for the Alaska lands program and support to land selection entitlement of the State of Alaska and Native Corporations and individuals. A program increase of \$3,000,000 will be used to expand and accelerate the land exchange program to complement the funding identified for Federal land acquisition. The BLM and Department plan to use land exchanges as a integral part of a Department-wide land and ecosystem management strategy. An additional \$400,000 will be directed to accelerating efforts in the withdrawal review program, which has been identified as a material weakness. The third part of the increase, \$1,050,000 is an internal transfer from the Information Systems Operation and Maintenance subactivity for the now operational General Land Office records preservation activities.

Forest Management – The 1994 Budget Request for Forest Management (Outside of Western

Oregon) is \$7,007,000, an increase of \$270,000 over the 1993 Enacted Level. Included is a \$300,000 program increase as part of a multi-program effort for implementation of the *Columbia and Snake River Basin Anadromous Fish Management Plan* addressing salmon recovery in the Columbia and Snake River Basins. This is also part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative.

Wild Horse and Burro Management – The 1994 Budget proposes an increase of \$932,000 for a total of \$16,952,000. The program increase of \$1,000,000 would be used to implement the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. Additional monitoring and inventory will be completed to support the establishment of appropriate management levels (AMLs) and the preparation of herd management areal plans. Also, increased adoption and removal efforts will be implemented to support of the goal of achieving the AML by 1998.

Rangeland Management – The Rangeland Management subactivity is budgeted at \$47,441,000, a net increase of \$4,911,000 over the 1993 Enacted Level. Program increases will be directed toward the following initiatives: +\$2,400,000 for advancing the BLM's *Riparian-Wetland Initiative for the 1990s*; and +\$2,000,000 to address salmon recovery efforts in the *Columbia and Snake River Basin Anadromous Fish Management Plan of the Pacific Northwest*. These increases are components of multi-program packages involving other BLM subactivities, and in total are part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative.

There is also an increase of \$1,000,000 for implementation of the BLM's *Range of Our Vision* strategy. Additional monitoring studies will be conducted to allow resource objectives to be established and activity plans to be prepared. These studies will also allow grazing decisions to be timely issued. Additional rangeland improvement projects such as fencing, water developments, land treatments and noxious weed control efforts will all promote resource condition improvement.

Soil, Water, and Air Management – The 1994 Budget Request is \$20,121,000, a net increase of \$529,000 over the 1993 Enacted level. Included is a program increase of \$600,000 to enhance the BLM's ability to support the goals of the *Riparian-Wetland Initiative for the 1990s*, and increase watershed improvement efforts for *salmon recovery in the Columbia and Snake River Basins*. Both efforts are multi-program initiatives using an ecosystem management approach to managing the resources, and both are part of the *Natural Resource Protection and Environmental Infrastructure* initiative.

Wildlife Habitat and Fisheries – The 1994 Request for Wildlife Habitat and Fisheries Management is \$51,556,000, a net increase of \$14,991,000 over the 1993 Enacted Level. The proposed increase furthers the implementation of BLM strategy plans, *Fish and Wildlife 2000*, and *The Wetland-Riparian Initiative for the 1990s* and supports the BLM's efforts in ecosystem management.

As part of the President's *Natural Resource Protection and Environmental Infrastructure Investment* initiative, there are 3 program increases as follows: +\$3,300,000 to support the BLM's *Riparian-Wetland Initiative for the 1990s*; an additional \$3,300,000 increase which is part of a coordinated, multi-resource program package for accelerating implementation of the *Columbia and Snake River Basin Anadromous Fish Management Plan* addressing salmon recovery in the Columbia and Snake River Basins; and +\$6,000,000 for *threatened and endangered species management*, including efforts to restore habitats of candidate species and avoid the need for additional future listings.

Other program increases are provided for the inter-agency resident fisheries habitat restoration initiative, and the *Watchable Wildlife* initiative (+\$2,000,000), and for the Lake Havasu Fishery Improvement Program (+\$750,000). The 1994 program includes requested funding increases for challenge cost share projects; more emphasis on the improvement of riparian-wetland areas; increasing the level of habitat improvement

projects to meet objectives for neotropical birds, upland game, big game, and native fisheries.

Cultural Resources Management – The 1994 Budget Request is \$11,651,000, a program increase of \$1,000,000 which will support a major contract effort to complete the inventory of over 23 million archeological and ethnological items which are housed in over 200 cooperating locations, as required by the *Native American Graves Protection and Repatriation Act of 1990*; and \$200,000 for increased Challenge Cost Share projects in the program, such as *Adventures in the Past and Heritage Education*, offset by a decrease of \$200,000 for the completion of a documentary for the Oregon Trail Sesquicentennial.

Wilderness Management – The 1994 request for Wilderness Resource Management is \$12,998,000, which represents an increase of \$1,956,000 over the 1993 Enacted Level. The proposed program increase of \$2,000,000 furthers implementation of actions necessary to maintain wilderness values while permitting compatible uses of other resources within Wilderness Study Areas. Increased funds will enable the BLM to increase surveillance of critical Wilderness Study Areas on a greater than once a month basis. The 1994 program also includes funding increases to improve wilderness management programs in BLM's 66 designated Wilderness Areas.

Information and Resource Data Management – The Information and Resource Data Management activity is budgeted at \$90,466,000, a net increase of \$34,725,000 from the 1993 Enacted Level. Modernization of the public land and mineral records through the *Automated Land and Mineral Records System (ALMRS)* will continue to be the main thrust of these programs. Requested 1994 funding for ALMRS is \$69,418,000, a program increase of \$36,500,000. In accordance with the ALMRS implementation schedule, the total funding level is necessary to acquire hardware, software and other support equipment to complete the move of BLM's administrative and management support software to more efficient and less costly to maintain computers as well as to prepare the BLM for the bureauwide imple-

mentation of the ALMRS system itself. The 1994 Budget level will be used to acquire and install the initial system components under the contract which will be let in April, 1993; with the balance being applied to collection of GCDB data and to continue quality improvements of other ALMRS data.

Other subactivities in *Information and Resources Data Management* will decrease by \$1,476,000, largely as the result of the transfer of the General Land Office Records Restoration project funding from this activity to the benefitting programs of Lands and Realty Management, and Cadastral Survey.

Resource Protection and Law Enforcement – The 1994 Budget Request is \$10,136,000, a decrease of \$5,035,000 from the 1993 Enacted Funding Level. The law enforcement program will concentrate on mission essential programs, such as environmental resource protection, assuring public health and safety, and drug control efforts that have direct impact on Public Land. The decrease will reduce BLM's involvement in drug interdiction efforts along the U.S.–Mexico and U.S.–Canada borders, and in other areas. BLM Law Enforcement efforts include reduction of unauthorized uses and illegal activities relating to archaeological, energy and minerals, realty, forestry, recreation, water, rangeland, and wildlife resources and the illegal disposal and storage of hazardous materials on Public Land. BLM will continue to address illegal manufacturing, cultivation and distribution of illegal drugs on Public Land. The principal focus of BLM's law enforcement program is human health and safety, resource protection, and visitor services relating to the Public Land and its natural resource values.

Facilities Maintenance – The 1994 Budget Request is \$33,309,000, an increase of \$3,707,000 over the 1993 Enacted Funding Level. The proposed program increase of \$4,000,000 is part of the President's *Natural Resource Protection and Environmental Infrastructure Investment Initiative*. It will be used to further reduce the backlog of corrective maintenance needs in BLM-owned buildings, water and sewer systems, recreational

facilities, and transportation systems on the Public Land, and continue priority scheduled (recurring) maintenance for new and existing facilities. These funds will be prioritized among the 11 western States based on reducing threats to public health and safety, reducing environmental degradation, improving existing recreational facilities receiving overuse and protecting past economic investments.

Hazardous Materials Management – The 1994 Request for Hazardous Materials Management is \$19,954,000, a decrease of \$2,567,000 from the 1993 Enacted Funding Level. The 1994 program will concentrate on the highest priority work, resulting in the postponement of non-critical and non-emergency cleanups, the use of inhouse personnel to perform the facilities environmental audit program, a reduction in the audits of the hazardous waste treatment, storage and disposal facilities to which BLM sends wastes, a reduction in BLM funded inventory/assessment of potential sites of hazardous substance releases on public lands, and a reduction in the number of BLM hazardous materials training course offerings.

General Administration – The 1994 Budget request is \$104,764,000, an increase of \$2,713,000 over the 1993 Enacted level. The increase consists of: 1) uncontrollable cost increases of \$2,200,000 for Bureauwide fixed costs such as space rental, reimbursement for unemployment compensation charges to the Department of Labor, etc.; and 2) program increases of \$716,000 to accomplish BLM participation in development and implementation of the Interior Department's Electronic Acquisition System (IDEAS), additional efforts for Museum Property (Artwork and Artifacts), which has been identified as a material weakness, and BLM's implementation of the Federal Personnel and Payroll System (FPPS).

Fire Programs

The 1994 Budget Request includes \$234,212,000 for the Department of the Interior fire programs in the four land managing bureaus in the Department, an increase of \$3,242,000 over the 1993 Enacted Level.

For the **Fire Protection** account, the 1994 Request is \$117,538,000, a \$758,000 decrease from the 1993 Enacted Level. The Fire Protection account covers the full range of non-emergency fire program costs for the predictable fire protection operations (program management and suppression), which must take place regardless of any given fire season.

For the **Emergency Department of the Interior Firefighting** account, the 1994 Request is \$116,674,000, a \$4,000,000 increase from the 1993 Enacted Level. The Emergency DOI Firefighting account funds the emergency firefighting program at the average annual level of the emergency firefighting expenditures for the 10-year period 1983-1992, adjusted for inflation.

Construction and Access

Construction - The 1994 Budget Request for construction and access is \$7,167,000. Included in the 1994 request is \$5,800,000 for construction of 16 projects. The Construction program continues to support BLM's *Recreation 2000* strategy and to provide for the maintenance, repair, and rehabilitation of the facilities on the Public Land. BLM construction projects are an integral part of the management of the Public Land in accomplishing goals, such as providing for the health and safety of users, prevention of resource damage, providing for the increased collection of recreation user fees, and maintenance of the infrastructure investment. In 1994 emphasis on construction projects has shifted towards Western Oregon Grant Lands.

Access - The 1994 Budget Request for the Access and easement acquisition program is \$1,367,000, a decrease of \$24,000 from the 1993 Enacted level.

Oregon and California (O&C) Grant Lands

The 1994 appropriation requested for BLM program operations in Western Oregon on the Oregon and California (O&C) Grant Lands and related lands is \$90,907,000, an increase of \$8,492,000 over the 1993 Enacted Level.

Within the 1994 Budget Request, the **Other Forest Resources Management** subactivity is funded at \$11,757,000, including a program increase of \$1,200,000. This increase is needed for implementation of the proposed new resource management plans with special emphasis on completion of the Designated Conservation Area Plans for the northern spotted owl, additional water quality monitoring, watershed and riparian enhancement/rehabilitation projects, and management plan implementation for various recreation projects.

Western Oregon Facilities Maintenance is budgeted at \$12,367,000, including a \$5,000,000 program increase, as part of the President's *Natural Resource Protection and Environmental Infrastructure Investment Initiative*, to improve transportation systems condition and safety. The increase will provide for the repair of unsafe bridges, the replacement and installation of culverts, the purchase of aggregate, and general repair of substandard roads.

Western Oregon Construction - The increase of \$5,000,000 in western Oregon Construction projects will provide for reconstruction and improvements to the Galice/Helgate Road and reconstruction and replacement of unsafe bridges.

Resource Management Planning - BLM in western Oregon will be implementing new resource management plans in 1994 that emphasize ecosystems management. These plans are an effort to sustain the integrity, diversity, and productivity of ecological systems while providing resource products, uses, values, and services for present needs and for future generations.

With the expected implementation of the new resource management plans less funding is needed in 1994 for the Resource Management Planning activity, since emphasis shifts from plan preparation to monitoring and plan maintenance. Therefore, this subactivity has a program decrease of \$1,400,000, for a 1994 budget level of \$1,071,000.

The 1994 Budget Requests for Western Oregon Forest Management and Forest Development programs total \$57,164,000, a decrease of \$1,163,000 from the 1993 Enacted levels, due to uncontrollable cost changes and decreases from administrative streamlining and a share of savings from the general FTE reductions.

Land Acquisition

The 1994 Budget Request for Land Acquisition is \$16,377,000, a \$11,419,000 reduction from the 1993 Enacted level. This reflects a budget and policy emphasis to use more land exchanges, along with fee purchase through the Land and Water Conservation Fund as the joint means for adjusting land ownership patterns and improving the manageability of Federal jurisdictions. There is also specific emphasis on acquisitions in support of ecosystem management and implementation of the BLM strategy plans, *Fish and Wildlife 2000*, *The Wetland-Riparian Initiative for the 1990s*, and *Recreation 2000*. The funding will be used to acquire 4 high priority projects in 4 states that meet these objectives. It also provides for some emergency and hardship acquisitions.

The 1994 Budget Request includes a Special Appropriation request of \$5,000,000 to be provided to *The Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation* in support of its educational activities.

Payments In-Lieu of Taxes (PILT)

The 1994 Budget request for PILT is \$104,108,000, the same as the 1993 Enacted level. This level will provide nearly the full level of payments to counties and other eligible units of general local government as authorized under 31 U.S.C. 6901-6907.

Service Charges, Deposits, and Forfeitures (Indefinite)

The 1994 Budget Estimate for this appropriation is \$7,932,000, the same as the 1993 Enacted level. This account, established pursuant to the *Federal Land Policy and Management Act (FLPMA)* of 1976, provides management flexibility to BLM in

responding to externally initiated applications and ensures the immediate availability of funds for public demand work, such as rights-of-way (ROW) processing, by authorizing deposits of money from the applicant, and making these funds available for use by BLM. In addition to ROW processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning with deposits received from timber contractors, and the costs of production, research time, and administrative services involved in providing copies of official public land records and documents requested by the public.

Range Improvements (Current, Mandatory, Indefinite)

The 1994 Budget Request is \$10,025,000, a decrease of \$722,000 from the 1993 Estimate at the Enacted Level. The reduced funding level is anticipated as a result of reduced grazing fee receipts for part of 1993, which are the basis for the 1994 appropriation. Lower priority structural developments and land/vegetative treatment will be deferred to future years.

Miscellaneous Trust Funds (Current, Mandatory, Indefinite)

The 1994 Budget Estimate for Current Trust Funds is \$7,505,000, an increase of \$125,000 over the 1993 Estimate at the Enacted level. This account is derived from monies contributed by private entities or non-Federal organizations for: 1) resource development, protection and management; 2) conveyance and acquisition of public lands and Indian lands omitted in original surveys; and 3) for cadastral surveys requested by individuals and surveys of omitted lands.

Forest Ecosystems Health and Recovery (Permanent, Indefinite)

The 1993 *Interior and Related Agencies Appropriations Act*, established the Forest Ecosystems Health and Recovery Special Fund from the Federal share of receipts collected from the

disposal of salvage timber from lands under the jurisdiction of the Bureau of Land Management. The money in this fund is available to BLM, without further appropriation, for the purposes of planning and preparing salvage timber for disposal, the administration of salvage timber sales, and subsequent site preparation and reforestation. In 1994, all new Budget Authority needed to carrying the program will be derived from receipts into this Special Fund.

Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing of receipts collected from the sale, lease, or use of the Public Land and resources with States and counties. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases, how the States and counties must use these funds. Within this account, a Current Appropriation of \$26,111,000 is associated with the request to retain the floor provision for the *Payments to O&C Counties* from the receipts derived from activities on those lands in 1994.

Also included in this account is the permanent appropriation to BLM of road maintenance fees collected from commercial road users on roads maintained by the BLM in lieu of user maintenance.

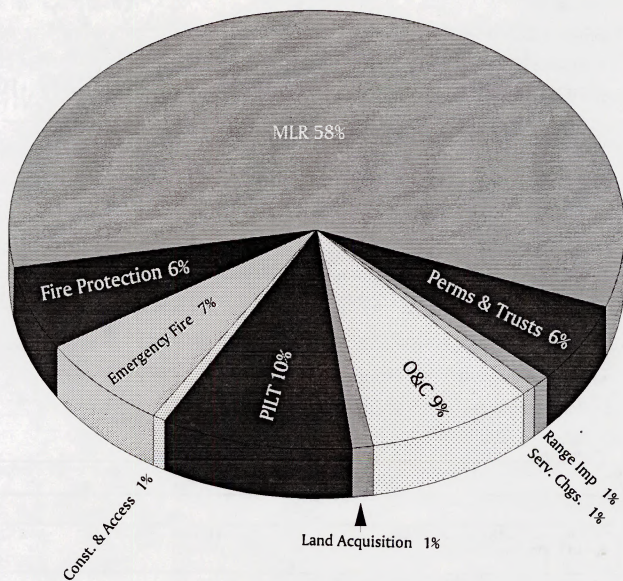
Comparison of the 1994 Estimate with the 1993 Enacted Appropriation

Appropriation		1993 Enacted To Date	1994 Estimate	Inc. (+) or Dec. (-)
Management of Lands and Resources	\$	540,256	606,307	66,051
	FTE	7,893	7,826	(67)
PROPOSED Economic Stimulus Supp. (MLR)	\$	[1,878]		---
	FTE	---		---
Fire Protection 1/	\$	118,296	117,538	(758)
	FTE	2,114	2,028	(86)
Emergency DOI Firefighting Fund 1/	\$	112,674	116,674	4,000
	FTE	---	---	0
Construction and Access	\$	15,676	7,167	(8,509)
	FTE	42	31	(11)
Payments in Lieu of Taxes	\$	104,108	104,108	0
	FTE	2	2	---
Land Acquisition	\$	27,796	16,377	(11,419)
	FTE	50	23	(27)
Oregon and California Grant Lands	\$	82,415	90,907	8,492
	FTE	1,317	1,261	(56)
PROPOSED Economic Stimulus Supp. (O&C)	\$	[15,028]		---
	FTE	---		---
Range Improvements (Mandatory)	\$	10,747	10,025	(722)
	FTE	97	94	(3)
Service Charges, Deposits, and Forfeitures (Indefinite)	\$	7,932	7,932	0
	FTE	104	101	(3)
Miscellaneous Trust Funds (Current, Indefinite) (Mandatory)	\$	7,380	7,505	125
	FTE	104	100	(4)
Forest Ecosystems Health and Recovery	\$	991	---	(991)
	FTE	15	15	0
Payments to Counties, Oregon and California Grant Lands (1994 Floor Provision)	\$	---	26,111	26,111
	FTE	---	---	0
Total, Current Appropriations Requested	\$	1,028,271	1,110,651	82,380
	FTE	11,738	11,481	(257)
Special Acquisition of Lands and Minerals (Borrowing Authority)	\$	0	0	0
	FTE	---	---	0
Operation and Maintenance of Quarters	\$	250	250	0
	FTE	4	4	0
Miscellaneous Permanent Appropriations	\$	88,721	37,121	(51,600)
	FTE	37	37	---
Cook Inlet Region, Inc. (CIRI) Property Account	\$	0	0	0
	FTE	---	---	---
Miscellaneous Trust Funds (Permanent)	\$	1,601	1,601	0
	FTE	21	21	---
Forest Ecosystems Health and Recovery (Permanent)	\$	500	1,500	1,000
	FTE	---	---	---
Total, Permanents and Trusts	\$	91,072	40,472	(50,600)
	FTE	62	62	0
Reimbursements and Other Accounts	\$	---	---	0
	FTE	553	585	32
Budget Authority, (Net), Total BLM Proposed Supplemental	\$	1,119,343	1,151,123	31,780
	\$	[16,906]	---	---
	FTE	12,353	12,128	(225)

1/ Includes \$ and FTE for BLM, NPS, BIA, and FWS.

[] Denotes non-add item.

The 1994 Budget Request
Proportion of Total Request by Appropriation
(Numbers represent percent of total)



Fire Programs, BLM Share only.

Collections

Table I Collections in 1990, 1991, 1992, 1993 and 1994 (\$ 000s).

Collection Source	1990 Actual	1991 Actual	1992 Actual	1993 Estimated	1994 Estimated
Sale of Public Land and Materials	21,601	18,513	9,732	16,000	16,000
Miscellaneous Filing Fees	2,012	1,803	1,314	1,510	1,510
Mineral Leasing ¹	776	1,188	838	900	900
Grazing Fees & LU Project Land Receipts	19,314	19,454	19,249	20,050	32,345
Timber Sales	234,413	167,965	204,712	142,995	65,472
Recreation Use Fees	1,329	1,537	1,671	1,700	2,750
Other Receipts, Service Charges, & Fees	27,809	25,518	28,513	124,041 ²	122,928 ²
<i>Total</i>	<i>307,254</i>	<i>235,978</i>	<i>266,029</i>	<i>307,196</i>	<i>241,905</i>

¹ Most mineral leasing collection functions were transferred to the MMS in 1984. The BLM continues to collect and directly deposit rental fees for oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act.

² Includes an estimated total of \$97,600,000 in collections from mining claim rental fees as established in the Department of the Interior and Related Agencies Appropriations Act for 1993.

In 1994, the Bureau of Land Management (BLM) will collect an estimated total of \$241,905,000 from various sources such as sales of land and materials, grazing fees, timber sales, recreation use fees, and other miscellaneous sources. The 1994 Estimate is an decrease of about \$65,000,000 from the 1993 estimated receipts. The primary reason for the decrease in 1994 is a decline in estimated timber sale receipts of approximately 54 percent, which is offset by estimated increases in both grazing fees and recreation use fees.

In addition to the receipts enumerated here, BLM activities contribute directly toward the generation of about \$1.1 billion in mineral leasing receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These

mineral leasing receipts are reflected in the Minerals Management Service budget.)

❖Collections By Source❖

Table I shows total BLM collections in 1990, 1991, and 1992, and the estimated collections for 1993 and 1994, by source:

Descriptions

- *Sales of Public Land and Materials* – This category includes receipts from the sale of Public Land, including land sales in Clark County, Nevada, under the Burton-Santini Act, and sales of vegetative and mineral materials, with the following exceptions:

- Sale of timber from the Public Domain land;

- Sale of land, materials and timber from Oregon and California (O&C) Grant Lands and from Coos Bay Wagon Road (CBWR) Lands;

- Sale of land and materials from Land Utilization (LU) project lands;

- Sale of land and materials from Reclamation Lands (reserved or withdrawn); and

- Sale of townsites and reclamation projects.

- *Miscellaneous Filing Fees* – An estimated \$1,500,000 in miscellaneous filing fees will be collected in 1994. These fees result primarily from filing fees for applications to noncompetitively lease oil and gas “over-the-counter” after tracts were offered in competitive sales and were not leased. This method of leasing was authorized by the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (Sec. 5101, P.L. 100–203). A small amount of receipts is collected from other miscellaneous filing fees, such as fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits.

- *Mineral Leasing* – This category includes rental collections from oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act (MLA) and the Mineral Leasing Act for Acquired Lands. The Minerals Management Service (MMS) assumed responsibility for collection and distribution of most mineral leasing receipts in 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

- *Grazing Fees and Receipts from Land Utilization (LU) Project Lands* – This category includes all grazing fees collected from all BLM administered Public Land and all other receipts, such as from the sale of land and materials and mineral leasing from Land Utilization (LU) Project lands administered by the BLM.

From 1978 through 1985, Public Land grazing fees were based on a formula established in the

Public Rangelands Improvement Act (PRIA) of 1978. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order (EO) 12548 directing the continued use of the PRIA formula to set grazing fees for the Public Lands. The PRIA formula contains factors including forage value index, private lands lease rates, beef cattle and sheep prices paid to ranchers, and the cost of production for cattle and sheep.

Based on the PRIA formula, the fee has been \$1.54 per AUM for the 1988 grazing year, \$1.86 per AUM for the 1989 grazing year, \$1.81 per AUM for the 1990 grazing year, \$1.97 per AUM for the 1991 grazing year, and \$1.92 per AUM for the 1992 grazing year. For the 1993 grazing year, which began on March 1, 1993, the fee is \$1.86 per AUM.

The receipt estimates for 1994 are technical estimates only. A number of legislative proposals have been made to raise the grazing fee gradually closer to market rates. The Department is committed to using its current administrative authority to achieve the same goal. The Department will work with interested groups to develop a fee schedule which will provide a fair market return to the taxpayer, while at the same time protecting small operators and allowing credits to ranchers who improve the condition of the rangeland.

The time periods of the administrative grazing fee year (March 1 to February 28) and the fiscal year do not coincide. Therefore, receipts collected in any one fiscal year are derived from grazing fees established for two grazing years. Because the fee may be at a different rate in each grazing year, the total receipts collected in any one fiscal year may not equal the current grazing fee times the number of AUMs sold.

Grazing and other receipts in this category are collected from the following sources:

- *Collections from Grazing, etc., Public Land Outside of Grazing Districts, BLM.* Includes receipts collected from grazing on Public Land outside of

grazing districts organized under the authority of the Taylor Grazing Act of 1934, such as:

① Receipts from Public Land leased for grazing under the authority of Section 15 of the Taylor Grazing Act, and from grazing on LU Project Lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered by BLM under the authority of Section 15 of the Taylor Grazing Act;

② Receipts collected by other agencies under cooperative agreements; and

③ Crossing fees and trespass collections for grazing on Section 15 Lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road Lands in western Oregon, from LU Project Lands transferred by Executive Orders 10787 and 10890, and grazing receipts covered by other laws.

Fees from this source constitute 10 to 15 percent of total receipts in this category.

- *Collections from Grazing, etc., Public Land Within Grazing Districts, BLM.* Includes grazing receipts from Public Land within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934, receipts from grazing on LU Project Lands transferred to BLM administration under Executive Orders 10046, 10234, and 10322, and from crossing fees and trespass collections from grazing on Section 3 Lands. Fees from this source constitute 75 to 80 percent of total receipts in this category.

- *Collections from Land Utilization (LU) Project Lands, BLM.* Includes all receipts from grazing and the sale of land and mineral leasing from LU project lands which were acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by Executive Orders 10787 and 10890 for administration by BLM. Total fees from this source constitute 5 to 10 percent of total receipts in this category.

Fifty percent of all grazing receipts collected under the Taylor Grazing Act and 50 percent of

all receipts from LU Project Lands transferred to BLM by Executive Orders 10787 and 10890 are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act, FLPMA, and the Public Rangelands Improvement Act, when appropriated by Congress, these funds are available for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected during the previous fiscal year.

- *Timber Sales* – Included are collections from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands (CBWR) in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, such as housing construction, and legislative and administrative factors.

- *Timber Collections* – The 1992 timber sale receipts were up from 1991, primarily due to improved housing market conditions and increased cutting of timber sold prior to 1992. For most of 1992 U.S. District Court and Ninth Circuit Court injunctions related to issues of protecting the spotted owl have prevented the sale of timber on BLM-managed forest lands in western Oregon. It is unlikely the injunctions will be lifted until the implementation of the new resource management plans for western Oregon in 1994.

The estimated 1993 collections will be down from the 1992 level. Even if market conditions continue to improve, the volume available for harvest will be at an all-time low due to the effects of the court injunctions. If the harvest level remains the same as in 1992, the volume in the "pipeline" and available for harvest will be down to zero by the end of 1993.

We are expecting to implement new resource management plans in 1994 which would allow BLM to offer timber for sale in western Oregon. However, receipts for 1994 are derived from a

technical estimate of a harvest level of 200 MMBF in 1994.

- **Timber Salvage Receipts** – Beginning in 1993, the Forest Ecosystem Health and Recovery Fund was established and funded from the revenue generated from the Federal share of receipts from the sale of salvage timber on the Oregon and California Grant Lands, Public Domain Lands, and Coos Bay Wagon Road Lands. The estimated collections for 1994 are \$1,500,000. Since this revenue is dedicated to the Fund, it is now being identified separately in these tables.

- **Recreation Use Fees** – Recreation use fees are collected primarily from competitive events, such as off-road vehicle (ORV) events; river rafting outfitters; commercial recreation users; and from campers at developed facilities. The increase in receipts beginning in 1986 was the result of higher fees charged to permittees and from increased recreation use.

As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100–203), receipts from recreation fees are deposited into a special BLM account and are available for appropriation to BLM in the year following the year of collection to assist in covering management and maintenance costs. The funds are appropriated to BLM as part of the "Management of Lands and Resources" account.

The 1994 receipt levels are expected to increase by \$1,050,000 in 1994. The Department is drafting legislation which will provide the basis for this increase.

- **Other Receipts, Service Charges, and Fees** – The major categories of other receipts collected by the BLM that are not otherwise classified are:

- Rent of land for authorized commercial, industrial and residential purposes;

- Annual rentals from rights-of-way permits (except those issued under the authority of the Mineral Leasing Act);

- Service Charges, Deposits, and Forfeitures include revenues from special program services such as road maintenance fees, rights-of-way application processing fees, wild horse and burro adoption fees, fees charged to timber sale purchasers when BLM performs work required by the contract, reimbursement to the government for damage to lands and resources, and copy fees;

- Contributions, which are funds contributed to BLM from non-federal sources for projects or work as authorized by the Federal Land Policy and Management Act, Taylor Grazing Act, Sikes Act, and other laws; and

- Annual Mining Claim Rental Fees, authorized by the *Department of the Interior and Related Agencies*

Table II Timber Collections 1989 - 1994 (\$ 000s).

Source	1989 Actual	1990 Actual	1991 Actual	1992 Actual	1993 Estimated	1994 Estimated
Oregon and California Grant Lands	219,822	206,458	139,548	181,304	123,573	52,223
Coos Road Wagon Road Lands	15,163	8,801	4,087	6,789	1,773	2,299
Public Domain (incl. western Oregon)	18,296	19,154	24,330	16,619	17,149	9,450
Forest Ecosystem (sale of salvage timber)	---	---	---	---	500	1,500
<i>Total</i>	<i>253,281</i>	<i>234,413</i>	<i>167,965</i>	<i>204,712</i>	<i>142,995</i>	<i>65,472</i>

Appropriations Act for 1993. In order to hold a mining claim, claimants must pay an advance rental for 1994 by August 31, 1993. Therefore, under current law, only rental fees for new locations will actually be collected in 1994. Because the law expires as of September 30, 1994, no current authority exists to collect the holding fee for the assessment year beginning September 1, 1994. The Department will work with the Congress to permanently authorize a rental fee on all hard rock mining claims on Federal lands. The Department is exploring several options, including a flat fee or a fee based on the acreage in a given claim. The Department will propose funding the mining administration program from the fees collected.

Table III Payments of Bureau of Land Management Receipts to States, Fiscal Year 1992 (Actual)
(\$ rounded to the nearest thousand)

State	Mineral Leases and Permits ¹	Grazing Receipts Outside Grazing Districts	Grazing Receipts Inside Grazing Districts	Sale of Public Land and Materials	Other	Total
Alaska	126,000	--	--	3,000	---	129,000
Arizona	7,000	129,000	23,000	8,000	---	227,000
California	21,000	115,000	23,000	62,000	---	221,000
Colorado	51,000	41,000	103,000	11,000	---	206,000
Idaho	14,000	31,000	237,000	10,000	---	322,000
Montana	8,000	138,000	169,000	22,000	389,000	726,000
Nebraska	---	1,000	---	---	---	1,000
Nevada	5,000	21,000	363,000	2,241,000 ²	---	2,630,000
New Mexico	143,000	217,000	337,000	31,000	21,000	749,000
North Dakota	---	10,000	---	---	1,000	11,000
Oklahoma	18,000 ³	---	---	1,000	---	19,000
Oregon	3,000	41,000	164,000	732,000	119,073,000 ⁴	120,013,000
South Dakota	---	79,000	---	---	---	79,000
Utah	38,000	---	197,000	12,000	---	247,000
Washington	---	24,000	---	3,000	---	27,000
Wyoming	146,000	437,000	248,000	17,000	---	848,000
Totals	580,000	1,284,000	1,924,000	3,183,000	119,484,000	126,455,000

¹ The BLM continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though the MMS has primary responsibility for mineral receipts collections.

² Includes \$2,193,000 for Burton-Sontini Land Sales.

³ Includes \$18,000 for Oklahoma Royalties.

⁴ Includes \$118,498,000 from O&G Grant Lands and \$575,000 from Coos Bay Wagon Road timber receipts.

Appropriation: Management of Lands and Resources

Appropriation Language Sheet

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$544,877,000] \$583,407,000 [and \$2,500,000 from unobligated balances appropriated under this heading in Public Law 99-591 for insect and disease control projects, including grasshoppers, which balances may be applied to any activity provided for under this heading and] of which the following amounts shall remain available until expended: [not to exceed \$1,450,000] \$1,462,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), and [\$33,500,000] \$69,418,000 for the Automated Land and Mineral Record System Project: *Provided*, That appropriations herein made shall not be available for the destruction of healthy, unadopted [,] wild horses and burros in the care of the Bureau of Land Management or its contractors; and in addition [\$12,430,000] \$15,300,000 for Mining Law Administration program operations to remain available through September 30, [1993] 1994, to be reduced by amounts collected by the Bureau of Land Management [and credited to this appropriation] from annual mining claim holding fees: *Provided further*, That the sum herein appropriated shall be reduced [as mining claim holding fees are received during fiscal year 1993] so as to result in a final fiscal year [1993] 1994 appropriation estimated at not more than [\$544,877,000] \$583,407,000: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.

In addition to the amounts already available under this head, and subject to the same terms and conditions, \$22,900,000.

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181, 1701 et seq., and 1901 et seq.; 78 Stat. 986; P.L. 102-381, Department of the Interior and Related Agencies Appropriations Act, 1993.)

Justification of Proposed Language Changes

1. Deletion: [and \$2,500,000 from unobligated balances appropriated under this heading in Public Law 99-591 for insect and disease control projects, including grasshoppers, which balances may be applied to any activity provided for under this heading and]

This provision provided for a one-time transfer of a portion of the unobligated funds from the Management of Lands and Resources (MLR) no-year appropriation to the 1993 annual MLR account to provide additional program Budget Authority. Because it was a one-time transfer in 1993, the language is no longer necessary.

2. Deletion: [not to exceed]

Deletion of the words "not to exceed" from the provision relating to the appropriation of recreation fee collections will make this appropriation a definite amount. That means it can be warranted by the Treasury Department to BLM as part of our no-year Management of Lands and Resources appropriation amount. By having a single warrant for no-year MLR funds, rather than the current Treasury practice of providing a separate appropriation warrant for recreation receipts and then transferring the funds to the MLR account, it will simplify the process and the paperwork for everyone involved.

3. Deletions: [and credited to this appropriation] and [as mining claim holding fees are received during fiscal year 1993]

Deletion of these phrases is a corollary action to the changes related to the elimination of the mining claim rental fee language in the *administrative provisions*, pending the approval of new legislation related to mining law rental fees. The intent of the change is to uncouple the advance of funds from the specific annual collections of mining claim rental fee revenue.

4. Addition: *In addition to the amounts already available under this head, and subject to the same terms and conditions, \$22,900,000.*

This additional language provides the funding for the BLM program increases in this appropriation account which support the President's *Natural Resource Protection and Environmental Infrastructure Initiative*. Building on the stimulus initiative, this proposal would protect and rehabilitate America's inventory of natural and cultural assets, restore the facilities that protect these resources, and improve access to them. This funding would help to eliminate the backlog of resource protection projects, facility maintenance, and rehabilitation.

Appropriation Language Citations

"For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$544,877,000] *\$583,407,000*, [and \$2,500,000 from unobligated balances appropriated under this heading in Public Law 99-591 for insect and disease control projects, including grasshoppers, which balances may be applied to any activity provided for under this heading and] of which the following amounts shall remain available until expended: [not to exceed \$1,450,000] *\$1,462,000* to be derived from the special receipt account established by §4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), and [\$33,500,000] *\$69,418,000* for the Automated Land and Mineral Record System Project: *Provided*, That appropriations herein made shall not be available for the destruction of healthy, unadapted[,] wild horses and burros in the care of the Bureau of Land Management or its contractors; and in addition, [\$12,430,000] *\$15,300,000* for Mining Law Administration program operations to remain available through September 30, [1993] *1994*, to be reduced by amounts collected by the Bureau of Land Management [and credited to this appropriation] from annual mining claim holding fees:

Provided further, That the sum herein appropriated shall be reduced [as mining claim holding fees are received during fiscal year 1993] so as to result in a final fiscal year [1993] 1994 appropriation estimated at not more than [\$544,877,000] \$583,407,000: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended."

"In addition to the amounts already available under this head, and subject to the same terms and conditions, \$22,900,000."

16 U.S.C. 594,
30 U.S.C. 181 et seq.,
30 U.S.C. 351-359,
43 U.S.C. 2,
43 U.S.C. 31(a),
43 U.S.C. 52,
43 U.S.C. 315,
43 U.S.C. 1181,
43 U.S.C. 1701 et seq.,
43 U.S.C. 1901 et seq.,
78 Stat. 986,
P.L. 102-381.

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

30 U.S.C. 181 et seq., the *Mineral Leasing Act of 1920*, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves. The Act also preserves the right of pre-1920 oil shale mining claims to be patented.

30 U.S.C. 351-359, the *Mineral Leasing Act for*

Acquired Lands, provides for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Lands of the United States, or in anywise respecting such Public Land, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the Public Lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the Public Lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the *Taylor Grazing Act of 1934*, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the Public Land, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f, the *Oregon and California Grant Lands Act of 1937*, provides for management

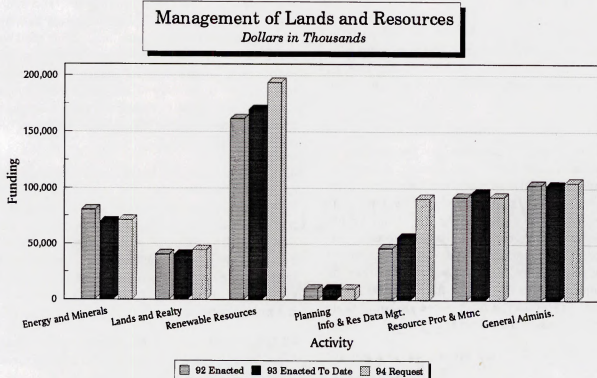
of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 *et seq.*, the *Federal Land Policy and Management Act of 1976*, as amended, provides for the Public Land to be generally retained in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic,

historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1901 *et seq.*, the *Public Rangelands Improvement Act of 1978*, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.



Summary of Requirements
(dollars in thousands)

Appropriation: Management of Lands and Resources

			FTE	Amount
President's Budget, 1993			7,893	540,256
Summary of Uncontrollable and Related Changes*	FTE	Amount		
FTE Usage Reduction	-277	(7,290)		
Administrative Streamlining		(2,600)		
Additional Cost in 1994 of the January 1993 Pay Raise		3,933		
Workers Compensation Payments		(207)		
Unemployment Compensation Payments		59		
Rental Payments to GSA and others		2,506		
CSRS/FERS Retirement Costs		2,315		
Departmental Working Capital Fund		40		
Use of Prior Year Funds		2,500		
GSA Consumer Information		2		
Adjustment for transfer of Budget Authority		(10)		
Total Uncontrollable Changes		(277)	1,248	
Program Changes (detailed below)		210	64,803	
Total Requirements (1994 Request)		7,826	606,307	

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Summary of Requirements
(dollars in thousands)

Comparison by Activity/Subactivity

	1992 Actual		1993 Enacted To Date		Uncontrollable Changes (+/-)		Program Changes		1994 Budget Request		Inc (+) Dec (-) from 1993	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Energy & Minerals Mgmt:												
Oil and Gas	954	50,354	998	51,702	(35)	(544)	33	2,000	996	53,158	(2)	1456
Coal	145	8,651	145	8,453	(5)	(22)	0	0	140	8,431	(5)	-22
Mining Law Administration	213	12,229	0	0	0	0	0	0	0	0	0	0
- Other Mineral Resources Mgmt	147	-9,120	159	9,581	(6)	(44)	0	0	153	9,537	(6)	-44
Subtotal, Energy/Minerals	1,459	80,354	1,302	69,736	(46)	(610)	33	2,000	1,289	71,126	(13)	1,390
Lands and Realty Management:												
Lands, Realty, and ROW Mgmt	524	25,805	530	25,404	(19)	(295)	53	4,450	564	29,559	34	4155
Alaska Lands Program	239	14,711	246	14,826	(9)	(54)	0	0	237	14,772	(9)	-54
Subtotal, Lands/Realty Mgmt	763	40,516	776	40,230	(28)	(349)	53	4,450	801	44,331	25	4,101
Renewable Resources Management:												
4390 Forest Management	118	7,080	113	6,737	(4)	(30)	3	300	112	7,007	(1)	270
4390 Wild Horse & Burro Management	151	14,604	170	16,020	(6)	(68)	6	1,000	170	16,952	0	932
4390 Rangeland Management	776	40,853	840	42,530	(29)	(489)	44	5,400	855	47,441	15	4911
4390 Soil, Water & Air Management	244	18,235	270	19,592	(9)	(71)	12	600	273	20,121	3	529
4330 Wildlife Habitat and Fisheries Mgt	530	34,137	580	36,565	(20)	(359)	75	15,350	635	51,556	55	14991
4330 Recreation Management	766	45,075	819	46,722	(28)	(370)	6	3,000	797	49,352	(22)	2630
4330 Recreation Operations (Fees)	30	1,382	30	1,438	(1)	(13)	0	37	29	1,462	(1)	24
Subtotal, Renewable Resources	2,615	161,366	2,822	169,604	(97)	(1,400)	146	25,687	2,871	193,891	49	24,287
Resource Management Planning	160	9,705	165	9,870	(6)	(36)	0	0	159	9,834	(6)	-36
Information & Res. Data Mgt:												
Information Systems Operations												
& Maintenance	236	17,319	250	17,057	(9)	(60)	(8)	(1,400)	233	15,597	(17)	-1460
Resource Data Acq. & Mgt	86	5,525	88	5,467	(3)	(16)	0	0	85	5,451	(3)	-16
ALMRS Project	262	23,204	270	33,217	(10)	(299)	14	36,500	274	69,418	4	36201
Subtotal, Inf./Res. Data Mgt.	584	46,048	608	55,741	(22)	(375)	6	35,100	592	90,466	(16)	34,725
Resource Protection & Maintenance												
Alaska Cadastral Surveys	150	15,477	150	16,241	(5)	(28)	0	0	145	16,213	(5)	(28)
Other States Cadastral Surveys	211	12,212	211	11,989	(7)	(56)	2	350	206	12,283	(5)	294
Resource Protection and Law Enf.	149	15,385	155	15,171	(5)	(35)	(15)	(5,000)	135	10,136	(20)	(5,035)
Facilities Maintenance	354	28,215	390	29,602	(14)	(293)	5	4,000	381	33,309	(9)	3,707
Hazardous Materials Mgmt	186	20,487	215	22,521	(8)	(67)	(10)	(2,500)	197	19,954	(18)	(2,567)
Subtotal, Res. Prot./Min.	1,050	91,776	1,121	95,524	(39)	(479)	(18)	(3,150)	1,064	91,895	(57)	(3,629)
Emergency Operations:	4	0	0	0	0	0	0	0	0	0	0	0
General Administration	1,064	102,584	1,099	102,051	(39)	1,997	(10)	716	1,050	104,764	1,001	2,713
Use of Prior Year's Funds	0	0	0	(2,500)	0	2,500	0	0	0	0	0	2,500
TOTAL APPROPRIATION	7,699	532,349	7,893	540,256	(277)	1,248	210	64,803	7,826	606,307	983	66,051

♦Justification of Uncontrollable Cost Changes♦

Table I Justification of Uncontrollable Cost Changes, Management of Lands and Resources (\$ 000s).

	1993 Enacted	1994 Change
FTE Usage Reduction (FTE / \$)	7,893 / \$272,068	-277 / -\$7,290
The adjustment is for the cost savings associated with the Bureau's share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995, by Implementing Executive Order 12839.		
Administrative Streamlining	\$48,500	-\$2,600
The adjustment is for the cost savings associated with a reduction in administrative expenses reflecting the Bureau's participation in the Administration's program to increase the administrative productivity of the Federal government. Specifically, administrative expense reductions are expected in the following areas: PCS Moves (\$1,000); Advisory Boards/Travel (\$1,000); Equipment Reductions (\$600).		
Additional cost in FY 1994 of the January 1993 Pay Raise:		
Pay Raises	\$319,643	+\$2,958
The increase is for an additional amount of \$2,958,000 needed in 1994 to fully fund the one additional quarter's cost associated with the 3.7 percent pay raise effective in January 1993.		
Other Uncontrollable Cost Changes:		
Workers Compensation Payments	\$4,952	-\$207
The adjustment is for decreased costs for compensation to injured employees through June 1991 to be paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by P.L.94-273.		
Unemployment Compensation Payments	\$2,973	+\$59
The adjustment is for increased costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, pursuant to Public Law 94-499.		
Rental Payments to GSA	\$33,172	+\$2,506
The adjustment is for increased costs payable to GSA resulting from higher rates for office and non-office space.		
CSRS/FERS Retirement Costs	\$28,734	+2,315
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.		
Departmental Working Capital Fund	\$1,056	+\$40
The adjustment is for increased costs for administrative services provided on a Department-wide basis.		
Federal Separation and Retirement Payments		+\$975
The adjustment is for paying one-time costs of lump-sum payments for separating and retiring SES employees. An unusually high cost is forecasted for such payments in 1994 due to the effect of various laws and personnel policies.		
GSA Consumer Information	\$9	+\$2
The adjustment is for costs associated with stockpiling and distribution of Bureau publications by GSA's Consumer Information Center in Pueblo, Colorado.		
Restoration of Amount Funded from Unobligated Balances in 1993	-\$2,500	+\$2,500
The adjustment is to restore the proper amount to the annual Management of Lands and Resources (MLR) appropriation level for 1994 that was funded by transfer of unobligated balances to MLR in the 1993 Interior and Related Agencies Appropriations Act, in order to establish the 1994 program on a comparable level.		
Adjustment for One-time Increase in 1993	\$10	-\$10
The adjustment is a reduction for a one-time transfer of budget authority in 1993 to BLM for the Law Enforcement program from ONDCP.		
Total, Uncontrollable Cost Changes (FTE / \$)		-277 / +\$1,248

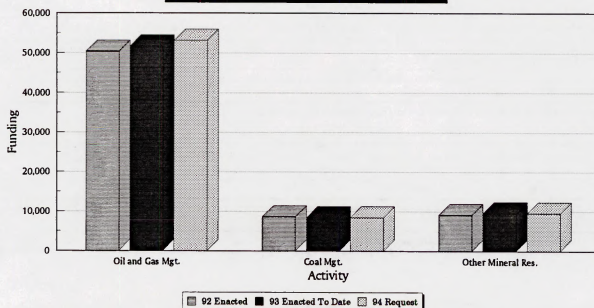
Activity Summary

Activity: Energy and Minerals Management

Table II Activity Summary (\$ 000s).

Subactivity	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Oil and Gas	50,354	51,702	-544	+2,000	53,158	+1,456
Coal Management	8,651	8,453	-22	0	8,431	-22
Mining Law Administration	12,229	---	---	---	---	---
Other Minerals Resources	9,120	9,581	-44	0	9,537	-44
Total	80,354	69,736	-610	+2,000	71,126	+1,390
Mining Law Program (Advance from Rental Fee)	N/A	12,430	0	+2,870	15,300	+2,870

Energy and Minerals Management *Dollars in Thousands*



Justification of Program and Performance

Activity: Energy and Minerals Management **Subactivity: Oil and Gas**

Table III Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	51,702	-544	+2,000	53,158	+1,456
FTE	998	-35	+33	996	-2

❖Authorizations❖

The Mineral Leasing Act of 1920, as amended (30 U.S.C. 181, *et seq.*), provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

The Acquired Lands Mineral Leasing Act of 1947 (30 U.S.C. 351-359), provides for leasing of minerals on acquired lands.

The Federal Oil and Gas Royalty Management Act of 1982 (FOGRMA) (30 U.S.C. 1701), is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to onshore fluid operations; inspections; cooperation with the States and Indian tribes; duties of lessees, other lease interest owners, and transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.

The Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, *et seq.*), establishes a new oil and gas leasing system and changes certain operational procedures for onshore Federal lands.

The Indian Mineral Development Act of 1982 (25 U.S.C. 2101-2107), permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, and approval and oversight thereafter.

The Combined Hydrocarbon Leasing Act of 1981 (30 U.S.C. 181, 351), permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321, 4331-4335, 4341-4347), requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711), provides for the preparation and maintenance of inventories of Public Land resource values.

The Act of March 3, 1879, as amended (43 U.S.C.

31(a)), provides for the inventory and classification of minerals on Federal lands.

Reorganization Plan No. 3 of 1946, § 402 (60 Stat. 1099), transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The Act of March 3, 1909, as amended, and *The Act of May 11, 1938* (25 U.S.C. 396, 396(a)), provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Act. These Acts also provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

The Department of the Interior Appropriations Act for FY 1981 (42 U.S.C. 6508), provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

❖Objectives❖

The major objectives of the oil and gas program are to:

- support the Nation's need to have sufficient, secure, domestic reserves of energy resources, including oil and gas;
- make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA;
- make land available for oil and gas development by timely processing and issuing of leases, and by processing notices of intent (NOIs) to conduct geophysical exploration and associated rights-of-way actions within 10 days of receipt;
- ensure that applications for permit to drill (APDs) are processed immediately after the conclusion of the 30-day posting period required by law;

- conduct on-site inspections of drilling, production, and abandonment protection operations to ensure compliance with lease terms regarding environmental protection, safety, resource conservation, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;

- conduct drainage detection reviews and analyses on Federal and Indian lands to protect Federal oil and gas resources and act on potential drainage situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty);

- monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;

- approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the Federal and Indian mineral resource and necessary protection of the environment and other resources;

- review and act on proposals related to Federal and Indian oil and gas operations such as unitization, communitization and gas storage agreements; and

- eliminate adverse environmental effects from abandoned unplugged oil and gas wells.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the oil and gas program is \$51,702,000 and 998 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$544,000 and 35 FTE from the 1993 Enacted Level providing a 1994 continuing funding level of \$51,158,000 and 963 FTE.

The onshore oil and gas program is one of the major mineral leasing programs in the Department of the Interior. At the end of 1992, about 73,000 leases were in force on Federal lands

covering about 55 million acres, of which about 19,000 leases were in producing status. The program is also responsible for operational management oversight of about 4,200 producing leases on Indian lands, supervision of drilling on non-producing leases, and advising BIA and Indian tribes and allottees on leasing matters.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. Revenues generated by Federal oil and gas leases are expected to be over \$600 million in 1994. All receipts from Federal leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States or counties in which the leased lands are located. Receipts from Indian leases go directly to the Indian mineral owner. Lease operations, which include approval and inspection functions performed by BLM on all producing Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves the verification of production.

Leasing Systems and Pre-lease Workload

Oil and gas leasing is done under both competitive and noncompetitive procedures. Current leasing procedures were established by the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, *et seq.*). Major changes in pre-leasing actions brought about by the Leasing Reform Act were: (1) the elimination of the requirement that the BLM establish Known Geologic Structures (KGS) for competitive leases, and (2) elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, only lands within a KGS were leased competitively, while all lands outside a KGS could only be leased on a noncompetitive basis.

Pursuant to the Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. BLM offers available land for competitive leasing by holding quarterly lease sales in most BLM State offices. Leasing efforts will continue to be concentrated in those areas

where completed land use planning is in strict conformance with the Oil and Gas Supplemental Planning Guidelines and therefore less vulnerable to legal challenge. Competitive leases require a \$2 per acre minimum bid. If there is no competition for the lease, those lands become available for lease on a noncompetitive basis to be leased to the first qualified applicant for a period of 2 years. If they are not leased after 2 years, the lands must be offered again for competitive leasing before becoming available for noncompetitive leasing.

Pre-lease activities also include the following: monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and land use planning.

The BLM plans to hold over 30 competitive lease sales in 1994, consisting of approximately 7,300 parcels. This should result in issuing 2,000 leases for about 2 million acres being leased competitively. Noncompetitive leasing should also comprise about 2 million acres, resulting from a total of approximately 5,000 lease offers, with about 2,100 leases being issued.

Planning and NEPA Compliance

Land use planning, compliance with NEPA, and coordination with other agencies are integral parts of the pre-lease workload. BLM is strengthening the NEPA analysis of oil and gas leasing through its planning process (including inventory) and is strengthening sections of existing Resource Management Plans (RMPs) which address oil and gas leasing and development on an interdisciplinary basis within a framework of ecosystem management. Based on a review of existing plans, BLM has accelerated the schedule for amending or revising plans to bring them into compliance with the fluid minerals supplemental program guidance. The current schedule calls for the completion of 2 plan amendments and 5 RMPs in 1994 which address significant oil and gas leasing issues. The BLM also participates as a cooperating

agency on Forest Service—conducted planning efforts involving oil and gas to ensure compliance with NEPA.

Post-Lease Work

While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to utilize the rights contained in the lease. Actions associated with issued leases include review and approval of applications for permit to drill (APDs), review and approval of lease assignments and transfers, unit and communitization agreements, and other operator proposals. In 1994, BLM expects to process 2,100 APDs, 1,000 unitization and communitization agreements and actions, and 36,000 lease adjustments.

Successful exploration increases BLM's post-lease workload by requiring review of development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management work, including identification of potential and actual drainage of Federal or Indian oil and gas.

In 1988, the Minerals Management Service (MMS), with the assistance and support of the BLM, began to implement the Production Accounting and Auditing System (PAAS) for all producing onshore oil and gas leases. Since October 1989, the BLM has been receiving production data from MMS in an automated form for leases nationwide, allowing a more efficient analysis of production records for all leases.

During the past few years, BLM has prepared several onshore oil and gas operating orders to provide lessees with clearer operating procedures and the standards they are expected to meet. Orders Number 1 through 5 were final as of 1989. Order Number 6 was published final on November 23, 1990, and Order Number 7 is scheduled to be published final in 1993. The

current projections are that Order Number 8 will be published as final in 1993 and Order Number 9 will be published as proposed in 1993. A revision to Onshore Order Number 1 was published as proposed in the *Federal Register* on July 23, 1992. Proposed revisions to Onshore Orders 4 and 5 will also be published in 1993.

Stripper Well and Marginal Well Policies

BLM is seeking to encourage and sustain domestic energy production and also help to avert premature abandonment of low producing wells, due to price fluctuations.

During 1986, the BLM took several steps with regard to stripper and marginal wells. Lease suspensions were allowed for a period not to exceed one year on leases with shut-in wells without the operator losing the lease. This policy was subsequently extended to help to prevent the premature abandonment of oil and gas resources due to price fluctuations. During 1990, public hearings were held to determine whether economic conditions were such that the policy on suspension of stripper and marginal well production should be continued, or be terminated. The hearings also addressed suspension criteria, bonding and tests, that could be conducted to help ensure that the shut-in wells would not pose an environmental risk or put the Government at significant risk of potential liability for unplugged wells. The hearings supported the continuation of the policy. However, the promulgation of rules allowing stripper well royalty rate reductions in 1992 made the marginal well lease suspension policy unnecessary. Accordingly, the policy will terminate on May 31, 1993, at which time lease suspensions will end unless a 6 month extension is granted by the authorized officer. Extension requests will be addressed on a case-by-case basis.

The BLM promulgated regulations, effective September 10, 1992, which set forth conditions allowing a reduction in the royalty rate on 15,000 stripper oil wells (wells producing less than 15 barrels per day). This action is intended to keep

stripper wells in production, bring shut-in wells back on line, and to help promote the stability of jobs and services in the domestic oil industry—with minimal environmental impacts. It will also provide an economic incentive to implement enhanced oil recovery projects. At the end of a 5-year test period, the program will be reviewed and then continued, modified or terminated. If the price of oil averages \$28 per barrel for 6 consecutive months, the program could also be terminated.

Drainage Review and Protection

The BLM annually screens approximately 25,000 wells (virtually all onshore wells drilled in the United States) to determine whether a potential drainage situation exists. About 10 per cent (2,500) are identified as potential drainage situations and are subjected to additional review to determine whether actual drainage is occurring. Of those reviewed in detail, current statistics indicate that approximately 15 percent (350–400) will result in actual drainage cases.

Prior to 1993 the most current statistics suggested an accumulation of about 10,000 unidentified potential drainage cases. This information was identified by both the BLM and the Interior Department's Office of Inspector General (OIG) through an audit of the drainage review and protection program. Associated with this backlog of unresolved cases is potential additional royalty income to Federal and Indian lessors that could be recovered through additional emphasis on the drainage protection program. Consequently a material weakness in this program was identified. In 1992, BLM took action to devote additional funding and personnel resources to the drainage review program to correct this material weakness by accelerating the pace at which reviews are conducted.

Beginning in 1993, BLM began processing the more difficult, time-consuming cases which will result in a decrease in the number of reviews completed over past years. Including the average number of new cases that are identified each

year, BLM estimates that the backlog of 10,000 potential drainage cases can be eliminated by the end of 1995 at current funding levels. BLM will perform 6,500 drainage review cases in 1994.

Inspection and Enforcement (I&E) Activities

To fulfill the Secretary's responsibilities under FOGDRA for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM developed its oil and gas inspection and enforcement strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

During 1990, BLM drastically redesigned this nationwide inspection and enforcement strategy and began implementing changes in inspection procedures and annual inspection objectives. This was done in response to criticism of the BLM's oil and gas inspection and enforcement program in reports prepared by the Senate Select Committee on Indian Affairs, the General Accounting Office (GAO), and OIG. As a result of the reports, oil and gas I&E was determined to be a material weakness and has been given priority for funding and management attention to correct deficiencies. This revised policy substantially increases assurance of production accountability and meeting BLM's inspection and enforcement responsibilities. BLM has begun conducting more intensive and detailed production inspections.

In 1994, at least one on-site inspection will be scheduled annually for each high priority producing lease. The remaining producing leases will be inspected at least once every 3 years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at wellhead locations ensures that accurate measurements of productions are made for subsequent royalty assessment and collection purposes.

In addition to production inspections mandated by FOGRMA, the BLM conducts drilling, abandonment, and other inspections authorized by regulations under the Mineral Leasing Acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans.

Revised regulations implementing FOGRMA were published as final rulemaking in the *Federal Register* on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with BLM Oil and Gas Orders, provide guidance regarding standards for conduct of operations, as well as providing for clear and uniform enforcement standards which emphasize correction of violations. BLM took initial steps to delegate inspection and enforcement activities to State governments as authorized under §205 of FOGRMA, by promulgating regulations establishing a program in 1987. To date, no State has requested this delegation.

Indian Lands

The BLM oil and gas program includes certain responsibilities related to oil and gas operational actions on Indian lands. The BLM role prior to a lease sale on Indian lands is purely advisory. While BLM may make recommendations concerning economic and other resource evaluation matters, pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs and the individual Indian Nations. When requested, BLM provides recommendations on high bid acceptability.

BLM's role is substantially different after a lease is issued, and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning establishment of unit agreements) are normally accepted, but the Indian Nations retain the right to make their own decisions.

The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Audits have indicated deficiencies in this area of the program. Indian diligence has subsequently been characterized as a material weakness area. Priority efforts are being directed toward correcting the deficiencies identified in this program.

Inspection and enforcement work on Indian leases is conducted both by BLM and through cooperative agreements with Tribes. Section 202 of FOGRMA authorizes the Federal government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force. BLM has 4 such agreements funded and in effect with the following nations: Navajo, Ute Mountain Ute, Southern Ute, and Jicarilla Apache. In 1992, the number of producing leases covered by the agreements was 1,060. No additional agreements are currently pending. BLM's redesigned nationwide inspection and enforcement strategy includes inspections of Indian leases with emphasis on production accountability.

Combined Hydrocarbon Lease Act Activity

Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987. The primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the oil and gas program.

❖ 1994 Program Increase ❖

Table IV 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	53,158	+2,000
FTE	996	+33

The 1994 Budget request is \$53,158,000 and 996 FTE, a program increase of \$2,000,000 and 33 FTE. The increase is for the following purpose:

Inspection and Enforcement: +\$2,000,000 (+33 FTE)

Oil and gas inspection and enforcement has been the subject of several OIG audits and identified as a material weakness monitored by OMB. The requested increase continues BLM's commitment to correct the material weakness by implementing the inspection and enforcement Strategy

Table V Oil and Gas Program Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual (rounded)	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Noncompetitive Leasing (# leases issued)	1,900	2,500	2,100	-400
(# applications processed)	6,000	7,000	5,000	-2,000
Competitive leasing (# leases issued)	2,000	2,500	2,000	0
(# parcels offered)	7,500	7,000	7,300	-200
Lease adjustments (# processed)	36,000	36,000	36,000	0
Lease operations (# APDs processed)	2,100	2,100	2,100	0
Unitization (# actions processed)	1,000	1,000	1,000	0
& Communitization				
Drainage reviews (# reviews completed)	7,000	6,500	6,500	0
Inspection & enforcement (# of inspection items inspected)	12,400	14,000	16,000	+2,000

developed in 1990. Implementation is the highest priority within the oil and gas program. For 1993, expenditures for the program were approximately \$11,400,000 which is about \$4,400,000 above the 1990 level and \$12,300,000 below the optimum funding level considered necessary to fully implement the policy option chosen. Full implementation was scheduled to take from 5-7 years beginning in 1992.

The 1994 requested increase of \$2,000,000 and 33 FTE will allow the BLM to increase the scope of inspections conducted to approximately 16,000 inspection items (lease, communitization agreement, unit agreement) or about 61 percent of the existing items. This is an increase of 2,000 inspection items over the 1993 level. The strategy target is to reach 81 percent of inspection items. As a result of the proposed increase, the BLM will continue to keep the program balanced by also increasing the number of environmental, drilling and production inspections. The 1994 request level would provide about \$13,400,000 for I&E work (about 25 percent of the total program resources in oil and gas).

Justification of Program and Performance

Activity: Energy and Minerals Management **Subactivity: Coal Management**

Table VI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	8,453	-22	0	8,431	-22
FTE	145	-5	0	140	-5

❖Authorizations❖

The Mineral Leasing Act of 1920 as amended (30 U.S.C. 181, *et seq.*) authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain, and mandates a broad spectrum of requirements for lease management.

The Federal Coal Leasing Amendments Act of 1976 (FCLAA) (30 U.S.C. 201, *et seq.*) requires competitive leasing of coal on Public Lands and mandates a broad spectrum of coal operations requirements for lease management.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711) provides for preparing and maintaining an inventory of Public Land resource values.

The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351-359) expands the provisions of the 1920 Act to include mineral resources on acquired lands.

The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a)) provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorize the Secretary to

carry out the provisions of the Acts. These Acts also provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

Reorganization Plan No. 3 of 1946, § 402 (60 Stat. 1099) transferred mineral leasing and operations functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Indian Mineral Development Act of 1982 (25 U.S.C. 2101-2107) permits Indian tribes and allottees to enter into Minerals Agreements, other than conventional leases, for the disposition of mineral resources which requires the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.

The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a) sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and studying methods for disposal of waste.

❖Objectives❖

The major objectives of the coal management program are to:

- support national energy availability by providing coal resources through expeditiously processing coal lease applications for production maintenance and prevention of bypass of Federal coal, by processing lease applications submitted for new coal mining operations, and by continuing processing of outstanding coal preference right lease applications (PRLAs);

- ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;

- conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;

- process coal operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis;

- ensure compliance with legal and regulatory requirements relating to mining plans, diligent development, continued operations and advance royalties;

- ensure compliance with lessee qualification criteria of §2(a)(2)(A) of the Mineral Leasing Act;

- ensure that proper lease, license, and logical mining unit bonds are established in accordance with existing regulations, policies, and guidelines;

- provide appropriate technical assistance to Indian Tribes and the Bureau of Indian Affairs on

coal operations responsibilities; and

- continue the structure of Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, to include reviewing lease applications, the mode of leasing, and, if appropriate, establishing long range planning schedules.

❖1994 Program❖

The 1993 Enacted Funding Level for the coal program is \$8,453,000 and 145 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$22,000 and 5 FTE from the 1993 Enacted Level, providing a 1994 Budget request level of \$8,431,000 and 140 FTE.

Coal Program Scope

BLM manages about 33 percent of all coal resources in the United States and indirectly affects the use of at least an additional 10 percent. Approximately 60 percent of Western coal is Federally owned and an additional 20 percent is managed or impacted by the Federal Government. As of September 30, 1992, there were 480 Federal coal leases in force covering about 700,000 acres of Federal lands or subsurface mineral ownership, with an estimated 14.2 billion tons of recoverable reserves. There were 135 producing Federal leases in 1992. Production from these leases amounted to 234,577,000 tons and generated \$265,707,000 in Federal royalties.

Coal Leasing

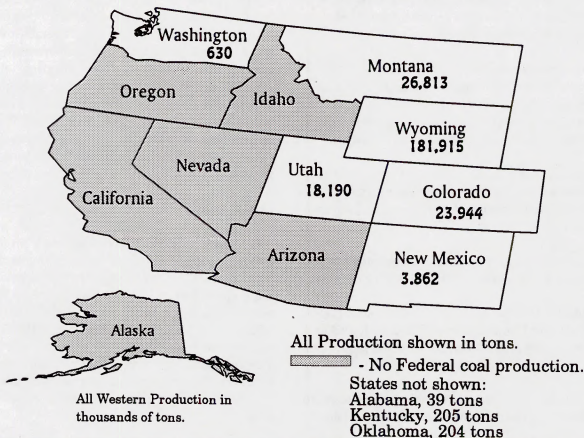
The leasing program is a discretionary program although BLM responds to industry demand for leasing of Federal coal, and specific regulatory requirements must be followed before a lease sale is held and a lease can be issued. In 1986, after completion of a program review, the Secretary of the Interior decided to retain the coal leasing program existing at that time with certain revisions. The coal leasing program continues to follow the revised procedures adopted at that time.

Due to the reduced demand for coal leasing that occurred in the late 1980's, all 5 Western Federal Coal Production Regions were decertified in response to recommendations by the respective Regional Coal Teams (RCTs). Federal coal leasing now relies solely on the Lease by Application (LBA) process in which the initiative to lease is taken by industry, instead of relying on regional lease sales undertaken at the Department's initiative using the regional coal activity planning process. Even though the regions have decertified, the various RCTs and the Federal/State Coal Advisory Board continue to advise BLM on coal leasing activities and policies.

After minimal coal leasing during the last several years in response to reduced demand, a modest renewal of industry interest in leasing is occurring. This is evidenced by the 23 lease applications that are now in various stages of processing in preparation for competitive lease sales. Additional applications are anticipated. A total of 5 coal leases were issued in 1992 and 7 in 1991. BLM expects to issue 6 coal leases in 1993. In 1994, BLM has the capability to process 15 leases.

As of September 30, 1992, a total of 40 coal preference right lease applications (PRLAs) remain to be processed. Although a low priority workload, processing of these remaining PRLAs will be

Coal Production in 1992



continued in an attempt to complete the necessary work leading to final decisions. During 1993, BLM expects to complete work on 3 PRLAs, leaving 37 remaining to be completed. In 1994, 4 PRLAs will be processed.

Coal Operations

BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan (R2P2) approval on Federally-owned coal. In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE), and those State agencies which have been delegated OSMRE's functions, are responsible for administering the Surface Mining Control and Reclamation Act of 1977 (SMCRA). However, the BLM will enforce SMCRA requirements in cases of emergency or where a situation presents an imminent danger to the resource or human life.

The coal operations workload is a mandatory workload to administer existing leases. This includes all exploration and development activities which occur on Federal and Indian lands after the issuance of a coal license or lease, including exploration operations.

The continuing increase in the BLM's coal operations workload is a result of the increasing number of Federal coal leases becoming subject to provisions of the FCLAA and associated regulations (43 CFR Group 3400). Where Federal, Indian and private coal ownerships are intermingled in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued.

This workload also includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and review of plans for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment. In 1994, a total of 470 leases will be subject to FCLAA provisions.

Table VII Federal Coal Lease Operations Workload.

Year	Leases Issued	Leases Readjusted or Modified	Leases Subject to FCLAA
1976-86	107	264	369
1987	6	30	405
1988	1	41	447
1989	1	27	457
1990	1	21	459
1991	7	17	476
1992	5	3	479
1993 est.	6	24	465
1994 est.	15	23	470

Note: Numbers have been revised to reflect lease relinquishments since 1976.

Recoverable reserve estimates are determined or revised, based on analysis of data supplied by the operator/lessee, and commercial quantities are established to determine diligence. Formation of new LMUs continues and will require BLM processing and approval. All submittals of resource recovery and protection plans (R2P2), required within 3 years of lease issuance or readjustment after enactment of FCLAA, will be processed for approval.

Additional exploration work conducted by lessees in order to define the coal resource and to

determine the particular mining methods and sequence to be used is authorized through the approval of an exploration plan. This work is monitored during on-the-ground inspections. BLM ensures that the final mining plan properly reflects the statutory requirements of the Mineral Leasing Act, operating regulations, and lease terms and conditions, while ensuring that maximum economic recovery is obtained.

Inspection and Enforcement Activities

BLM performs inspection and enforcement on both non-producing and producing coal leases. BLM conducts annual inspections on all non-producing coal leases. This on-the-ground inspection is required to determine if unauthorized activities (drilling, exploration, trespass, or pro

duction) are occurring. Authorized activities on such leases which fall short of actual production (e.g., exploration and baseline environmental work) under approved plans are inspected more frequently.

BLM conducts quarterly inspections, and quarterly independent production verifications on producing Federal and Indian coal leases to ensure that revenues from leases are accurately reported; that production is proceeding in accordance with the approved R2P2, the lease terms, law, and regulations; and that the correct royalty rate is being applied. Greater emphasis is being placed on: 1) enhanced inspection and enforcement activities on Indian as well as Federal producing leases, and 2) independent calculation of production and production verification.

Table VIII Coal Program Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Exploration licenses/permits (# processed)	41	40	40	9
Noncompetitive leases (# PRLAs processed)	0	3	4	1
Competitive leasing (# of leases issued)	0	6	40	9
Lease adjustments (#)	952	950	950	9
Lease operations (# of plans processed)	377	370	370	0
Inspection and enforcement (# of inspections)	1596	1,590	1,590	0

Justification of Program and Performance

Activity: Energy and Minerals Management **Subactivity: Other Mineral Resources**

Table IX Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	9,581	-44	0	9,587	-44
FTE	159	-6	0	153	-6

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1716, 1732, 1782) provides for preparing and maintaining an inventory of Public Land resource values; for exchanges; and for prevention of unnecessary or undue degradation of the Public Land.

Section 402 of Reorganization Plan No. 3 of 1946 (60 Stat. 1099) transferred responsibility for authorizing prospecting, development, and use of mineral resources from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The Geothermal Steam Act of 1970 (30 U.S.C. 1001) authorizes the Secretary to issue leases for the development of geothermal resources. The *Geothermal Steam Act Amendments of 1988* list significant thermal features within the National Park System requiring protection, provide for lease extensions and continuation of leases beyond their primary terms, and require periodic review of cooperative or unit plans of development.

The Materials Act of 1947, as amended (30 U.S.C. 601–604 *et seq.*) provides for the sale of common

variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.

The Mineral Leasing Act of 1920, as amended (30 U.S.C. 181, *et seq.*) authorizes leasing coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain, and contains requirements for the operational responsibility of lease management.

The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351–359) expands the requirements of the 1920 Act to include minerals on acquired lands.

The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a)) provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Acts. These Acts provide the basic statutory mandate under which BLM supervises activities on Indian lands.

The Indian Mineral Development Act of 1982 (25 U.S.C. 2101–2107) permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral

resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

The Federal Oil and Gas Royalty Management Act of 1982 (30 U.S.C. 1701) is a comprehensive law dealing with royalty management on Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leasable minerals.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires the preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Act of March 3, 1879, as amended (43 U.S.C. 31(a)) provides for the inventory and classification of the Public Lands and examination of the mineral resources and products of the national domain.

The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a, 1601 *et seq.*) sets out the policy of fostering development of economically stable mining and minerals industries, and studying methods for disposal of waste and reclamation.

❖Objectives❖

The other mineral resources program includes BLM's management of geothermal, mineral materials, non-energy leasable minerals, leasable uranium, and oil shale resources on Federal lands.

The objectives of this program are to:

- ensure the availability of and meet the demand for certain mineral resources from the Public Land and other jurisdictional lands while protecting associated environmental values;
- ensure compliance with the Federal and Indian mineral leasing laws, and the Materials Act of 1947, by implementing the regulations contained in 43 CFR 3200, 43 CFR 3500, 43 CFR 3600 and 25 CFR 216;
- ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing related actions;
- issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of environmental documentation, for extracting mineral resources from the Public Land, and under specific authorities, from Acquired Lands;
- complete operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) on a timely basis;
- ensure that lease, permit and contract bonds are established;
- conduct a nationally uniform inspection and enforcement program (including production verification) of industry operations to ensure lessee and permittee compliance with terms of the authorization and to assure that proper payments are made on Federal and Indian Lands;
- investigate unauthorized use of mineral materials and take appropriate action when trespass occurs;

- conduct hydrologic monitoring of the two suspended prototype oil shale lease tracts (C-a and C-b) in Colorado; continue compliance monitoring of the two relinquished oil shale lease tracts (U-a and U-b) in Utah.

- ensure that mine abandonment and reclamation activities are conducted in accordance with applicable statutes, regulations, and requirements, including guidance for uranium from the International Atomic Energy Agency; and

- provide technical assistance to Indian tribes, native (Indian) allottees, and the Bureau of Indian Affairs, in the review of Indian land mining operations responsibilities.

◆ 1994 Program ◆

The 1993 Enacted Funding Level for the Other Mineral Resources program is \$9,581,000 and 159 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$44,000 and 6 FTE from the 1993 Enacted Level, providing a 1994 Budget request level of \$9,537,000 and 153 FTE.

Program Scope

The BLM's other mineral resources program provides for the management of geothermal resources, mineral materials, oil shale, leasable uranium, and non-energy leasable minerals such as potassium, phosphorus, and sodium, and their compounds such as potash, phosphate and trona.

The Federal lands contain 60 percent of the known or prospective geothermal resource areas of the United States. There are 600 Federal geothermal leases in effect which cover slightly less than 1 million acres. During 1992, geothermal leases generated about \$21,066,000 in bonus, rental and royalty payments. Total electrical generation capacity from Federal leases has grown considerably since production began in 1980. Current power plant capacity is over 1,000 megawatts (MW), which is sufficient to meet the needs of a population the size of San Francisco

and Oakland combined. New power plants continue to be developed on Federal land, primarily in Nevada. Additionally, there are a small number of direct-use geothermal operations continuing on Federal lands.

The Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947 provide that potassium, sodium, sulfur, and other specified minerals (the non-energy leasable minerals) from Public Land and Acquired Land are to be leased rather than located under the General Mining Laws. These Acts also provide a statutory mandate for operational activities related to these leased commodities. BLM manages mineral resources of these types in 24 states.

Uranium leasing operations managed by BLM are located primarily on Indian lands in New Mexico and Washington. BLM's emphasis in 1994 will focus on reclamation of abandoned and existing sites. The Bureau of Indian Affairs is the leasing entity and office of record for such leases on Indian Lands.

The Public Land also is an important source of building stone, sand, gravel, and common borrow materials which are used for construction work and in energy and other industrial development. The Materials Act of 1947, as amended, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials which are needed for construction projects which contribute to the growth of cities such as Phoenix and Las Vegas. Approximately 6.2 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Land in 1992. In 1992, the BLM issued 1,894 contracts and permits for mineral materials valued at about \$6,600,000.

Use Authorization and Leasing

BLM issues the appropriate authorizations (permits, contracts, leases, and licenses) for extraction of these mineral resources, and is responsible for performing mineral resource assessments and classifications in support of leasing geothermal and non-energy minerals on Public Land, National Forest land, and other land in which the Federal government owns part or all of the mineral estate, and where the lands are open to leasing. This includes ensuring compliance with the requirements of the National Environmental Policy Act.

Table X Non-energy Mineral Leases and Prospecting Permits (as of September 30, 1992).

Commodity	Number of Leases	Number of Prospecting Permits
Potassium	206	10
Phosphorus	133	8
Sodium	106	4
Lead/Zinc	37	12
Gilsonite	11	1
Other	38	84
<i>Total</i>	531	119

BLM performs other actions (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) as part of use authorization.

Leasing for geothermal resources and non-energy leasable minerals is done under both competitive and noncompetitive procedures. Lands classified as Known Geothermal Resource Areas (KGRAs) and Known Leasing Areas (KLAs) are leased

competitively. BLM expects to issue 20 competitive leases for geothermal resources and 7 competitive leases for other non-energy leasable minerals in 1994 as well as 20 noncompetitive preference right lease applications for nonenergy minerals.

Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. In 1994, BLM expects to issue about 30 noncompetitive leases for geothermal resources. The BLM continues to analyze carefully and to cooperate closely with other agencies when considering geothermal leasing in areas near, but not in, "Significant Thermal Features" listed in §115 of the Department of the Interior and Related Agencies Appropriations Act of 1987, and the Geothermal Steam Act Amendments of 1988.

During 1994, BLM will perform reviews of non-producing geothermal leases to ensure that diligent exploration expense (DEE) requirements have been met. The lessee must either meet expenditure requirements or, in lieu of performing the minimum required diligent exploration in any lease year, may exercise the option of paying an additional rental of \$3 per acre. Failure to pay the additional rental or complete the minimum DEE requirements subjects the lease to cancellation.

Currently, demand for uranium leasing on acquired and Indian lands is low. BLM expects to process one noncompetitive uranium lease application in 1994. No oil shale leases are planned to be issued in 1994.

Sodium Lease Status

In 1992, there were 106 existing sodium leases, 12 sodium lease applications, and 4 prospecting permits for sodium on BLM administered lands. The leases, which encompass a total of 132,523 acres, produced 5,341,498 tons of sodium compounds in 1992, and generated \$29,380,742 in royalty payments. BLM expects the number of sodium leases to remain relatively constant

through at least 1994, although interest in high quality sodium compounds (trona) deposits in Wyoming may generate one or more competitive sales during that period.

Mineral Materials

Mineral materials found on the Public Land are sold, both competitively and noncompetitively. Free-use disposals are also made to Federal, state and local governmental units for public projects. BLM conducts assessments and appraisals of the value of mineral materials prior to disposal of mineral materials from the Public Land. At the 1994 level, BLM will process an estimated 1,900 material sales or free use permits for mineral materials. Also, 60 nonexclusive use sites for mineral materials would be designated.

Operations

This category includes all work activities which occur after the issuance of a use authorization (i.e., license, permit, contract, or lease). Operations activities are designed to meet the statutory and regulatory requirements related to both active and inactive authorizations. BLM reviews, approves, and monitors industry operations related to exploration, development and production of mineral resources.

Before starting full-scale mining or drilling operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining or development methods and sequence to be used. For non-energy leasable minerals and geothermal resources, exploration is authorized through the approval of an exploration plan. For mineral materials, authorization is required from BLM prior to commencing exploration.

When development and production are initiated, BLM's responsibilities include review and approval of all proposed, development, production, and utilization plans, and inspection of all operations to ensure compliance with all lease terms, re-

source conservation and environmental standards. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the leases, licenses, permits, and contracts. The BLM ensures that lease and contract bonds are established and revised as necessary.

For non-energy leasable minerals, prior to final mine plan approval, the BLM coordinates with the Minerals Management Service (MMS) to ensure royalty collection. Recent levels of production and royalties related to non-energy mineral leases are shown in Table XI.

Table XI Non-energy Mineral Production and Royalties from Leasing.

Commodity	Production (Tons)	Federal Royalties
Sodium	5,341,498	\$20,380,742
Potassium	2,876,892	4,855,060
Phosphate	4,709,904	3,842,068
Lead/Zinc	240,242	2,674,795
Sulfur	1,260,877	409,475
Sand/Gravel	1,474,296	288,938
Other	---	83,019
<i>Total</i>	<i>N/A</i>	<i>\$32,534,097</i>

Geothermal Operations

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. This activity provides a continuous workload in lease operations. Anticipated lease extensions resulting from the provisions of the Geothermal Steam Amendments Act of 1988 also contribute to increased operations workloads. Estimated 1994 royalties from geothermal operations are expected to be \$16,000,000.

The Geothermal Steam Act Amendments of 1988 mandates protection of significant thermal features which involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. The workload in non-energy minerals is expected to remain level with the greatest emphasis on the production verification and inspection and enforcement aspects of the program.

Inspection and Enforcement and Production Verification

The Department's Federal Oil and Gas Royalty Management Act (FOGRMA) §303 Report, committed BLM to an expanded role in inspection and enforcement, and production verification. Greater emphasis was placed on: 1) enhanced inspection and enforcement activities for producing Federal and Indian leases, licenses, and permits; including independent verification of production.

Inspection and enforcement actions, including independent production verifications, by policy, are intended to be conducted at least quarterly to ensure that all revenues from producing Federal and Indian leases are accurately reported, that operations proceed in accordance with the approved mine plan, and that the correct royalty rate is being applied. Annual on-the-ground inspections of nonproducing non-energy mineral leases, licenses, contracts, and permits are required. At the 1994 level, BLM can conduct approximately 3,500 inspections of geothermal, non-energy mineral leases and mineral material sales.

Mineral material permits and contracts are inspected to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections, or other information, indicate the unauthorized removal of mineral materials, BLM investigates the alleged minerals trespass and takes necessary action to resolve these cases.

In 1994 emphasis in enforcement actions will be to ensure accurate accounting for the mineral

materials removed. The number of inspections will be based on volume produced, with larger operations being inspected more frequently. This will help to prevent the loss of Federal revenues by deterring illegal (trespass) removals. BLM expects to be able to close 60 mineral materials trespass cases in 1994.

Reclamation

Increased emphasis is being placed on reclamation through the application of national reclamation standards. The BLM conducts necessary field inspections to ensure proper compliance with permit, contract, and lease requirements for appropriate reclamation of areas disturbed by exploration and development activities on Federal and Indian lands. The BLM also reviews existing mining and exploration plans to ensure that reclamation requirements are adequately defined and are in conformance to BLM policy and land use plans. For newly received mining and exploration plans, the BLM ensures that they contain complete and adequate reclamation plans in conformance with BLM policy.

Oil Shale

BLM will continue to monitor the 2 prototype oil shale lease sites in Colorado to ensure degradation of groundwater does not occur. In addition, BLM will continue compliance monitoring of the 2 Utah oil shale tracts, on which the leases were relinquished in 1986.

Table XII Other Mineral Resources Program Workload Accomplishments, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
Prelease notices/prospecting permits (# processed)				
• Geothermal	20	24	24	0
• Non-energy minerals	142	160	160	0
Noncompetitive lease applications (# processed)				
• Geothermal	210	100	50	-50
• Non-energy minerals	19	20	20	0
Competitive leases (# issued)				
• Geothermal	9	20	20	0
• Non-energy minerals	5	7	7	0
Material sales/free use permits (# processed)	1,850	1,900	1,900	0
Mineral materials nonexclusive use site designations (# completed)	60	60	60	0
Lease adjustments (# proc.)				
• Geothermal	415	100	90	-10
• Non-energy minerals	155	100	100	0
Lease operations (# plans processed)				
• Geothermal	67	40	40	0
• Non-energy minerals	60	60	60	0
Geothermal unitization (# processed)	8	7	7	0
Mineral materials trespass (# cases closed)	60	60	60	0
Inspection and enforcement (# of inspections)				
• Geothermal	450	435	435	0
• Non-energy minerals	755	745	745	0
• Mineral materials	1,500	2,300	2,300	0

Justification of Program and Performance

Activity: Energy and Minerals Management Subactivity: Mining Law Administration (Funds from Annual Rental Fee)

Table XIII Summary of Program (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	(12,430)	0	(+2,870)	(15,300)	(+2,870)
FTE	275	0	+25	300	+25

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711, 1732, 1744, 1782), provides for preparing and maintaining an inventory of Public Land resource values; authorizes the Secretary to prevent unnecessary or undue degradation of the Public Lands; and provides for recording mining claims and receiving evidence of annual assessment work.

The General Mining Law of 1872, as amended (30 U.S.C. 22, *et seq.*) provides for locating and patenting mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on Public Land in specified States, mostly in the West.

The Act of March 3, 1879, as amended, (43 U.S.C. 31(a)) provides for the inventory and classification of the Public Land and examination of the mineral resources and products of the national domain.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Mining and Minerals Policy Act of 1970, (30 U.S.C. 21a) (30 U.S.C. 1601, *et seq.*) sets out the policy of fostering development of economically stable mining and minerals industries, and studying methods for waste disposal and reclamation.

The Department of the Interior and Related Agencies Appropriations Act for 1989 (43 U.S.C. 1474) provided that receipts for 1989 and thereafter from fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The Department of the Interior and Related Agencies Appropriations Act for 1993 (P.L. 102-381) established an annual Rental Fee for unpatented mining claims through FY 1994, part of which shall be immediately available to BLM for Mining Law Administration program operations. Congress made an exemption to the rental payment requirement for "small miners" who have 10 or fewer claims and who meet certain production or exploration criteria.

◆Objectives◆

The objectives of the Mining Law Administration Program are to:

- record unpatented mining claims, mill and tunnel sites, as required by §314 of The Federal Land Policy and Management Act of 1976;
- collect the annual rental fee and take action to document claims abandoned for failure to pay the rental fee;
- prevent unnecessary and undue degradation of the Public Land by implementing the surface management regulations for the Public Land (43 CFR 3802/3809) through processing plans of operation and notices for mineral exploration and development;
- ensure compliance with the terms of plans of operation and related state and local regulations by conducting a comprehensive program of inspections and enforcement actions where necessary;
- implement BLM's bonding and cyanide management policies to assure that all surface disturbance for operations requiring a plan of operation shall be reclaimed so as to prevent unnecessary or undue degradation of Public Land;
- abate unauthorized occupancy of mining claims by implementing proposed use and occupancy rules;
- abate mineral trespass by performing validity examinations on operations that appear to be mining common variety minerals on mining claims;
- determine valid existing rights in wilderness areas under BLM administration, and review and process valid existing rights determinations prepared by other agencies;
- review and process mineral patent applications

for lands administered by BLM and other Federal agencies; and

- ensure consideration of critical and strategic minerals in land use planning by performing mineral resource assessments.

◆1994 Core Program Activity◆

The 1993 enacted level for the mining law administration program is \$17,430,000, derived from a portion of the annual mining claim rental fees. This amount includes \$12,430,000 and 275 FTE as an advance of funds to cover the costs of administering the mining law program, and a maximum of \$5,000,000 in reimbursements to cover the costs of administering the rental fee program. (The advance of funds was a replacement for the previous direct appropriation for Mining Law Administration under the "Management of Lands and Resources" appropriation).

As part of the Mining Law Administration program, BLM determines the validity of unpatented mining claims, issues mineral patents, initiates contest actions, prepares mineral potential reports for land and realty actions, enforces surface management and environmental requirements in accordance with BLM approved mining plans of operation, enforces bonding requirements to assure that proper reclamation occurs after a site has been mined, records new mining claim locations, and collects annual rental fees or annual assessment filings. This program also includes geologic and mineral resource assessments for multiple-use management. These program components are described in more detail below.

Mining Claim Recordation.

Under §314 of FLPMA (43 U.S.C. 1744), the BLM has recorded a total of 2.7 million mining claims and mill sites since 1976. In 1992, about 970,000 unpatented claims were considered active, meaning that the claimant continues to meet the statutory requirements by making an annual filing of an affidavit of assessment work or notice of

intention to hold. In 1992, BLM processed about 890,000 annual filings of assessment work for mining claims and recorded 80,000 new mining claims on Public Land.

Beginning in 1993 claimants holding more than 10 claims were required to pay a \$100 annual rental fee per mining claim in lieu of performing \$100 of assessment work as previously required under the General Mining Law of 1872.

Claimants are also required to pay the rental fee at the time any new claim is filed. In addition, the filing of a new claim requires payment of a \$10 administrative fee. Those eligible to file an annual assessment will still pay a \$5 administrative fee.

Validity Determinations

A validity determination is a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery of valuable locatable minerals under the mining laws. Validity determinations are conducted when it is in the public interest to do so. Most validity determinations are done on mining claims in wilderness areas when an activity is proposed by mining claimants.

Processing Patent Applications

When a mining claimant believes a valuable mineral deposit exists, the claimant may apply for patent to obtain title to the claim. Processing the application involves: (1) adjudication to ensure that the patent application is complete; and (2) field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine mining claim validity. In some instances, processing mineral patent applications and mining claim validity determinations can become complex and costly, and involve extensive legal interpretations and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete.

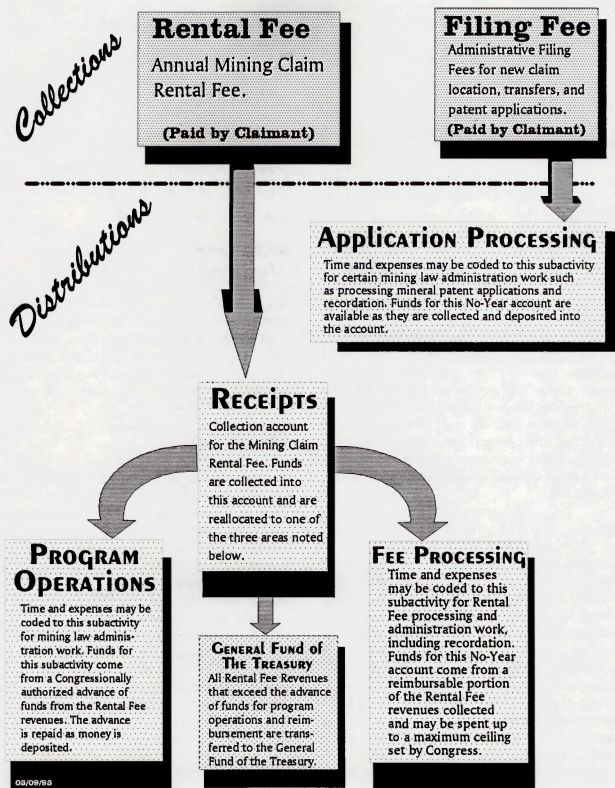
In 1992, BLM received 130 new mineral patent applications covering 2,709 claims. A total of 28 patents were issued for 362 claims encompassing 4,155 acres. As of October 1, 1992, BLM had 474 mineral patent applications pending. Of these, the first half of mineral entry final certificate was issued on 198 applications. The first half of the final certificate confirms that equitable title is vested in the applicant, subject to the confirmation of a discovery of a valuable mineral deposit by a mineral examiner. Secretarial Order 3163 (March 2, 1993) revoked existing delegations which allowed BLM officials to issue first half certificates and patents. This action was taken to enable the Secretary to assume sole authority for the review and issuance of such documents.

Surface Management on Unpatented Mining Claims

Under Sections 302(b) and 603 of FLPMA (43 U.S.C. 1732, 1782), BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Land resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operations" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas and Areas of Critical Environmental Concern (ACECs), a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness and other sensitive values.

When BLM receives a plan of operation or notice for mining operations, it must approve the plan of operation within 30 days, and review the notice within 15 days. Notices do not require BLM's approval. Their purpose is to alert BLM to allowable surface disturbing activity of less than 5 acres. Field examinations, resource assessments

Mining Law Fees Flowchart



and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas and wilderness study areas are required before approving notices or plans of operations.

Inspection and Enforcement

Each plan of operation authorized under 43 CFR 3802/3809 requires periodic inspections on the ground to ensure that the operation is in conformance with the approved plan. Operations proceeding under a notice filed under 43 CFR 3809 require periodic inspections to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. The program goal is to inspect all producing operations using cyanide as an extracting agent for gold and silver ore on at least a quarterly basis. BLM's policy is to inspect all other producing operations and all nonproducing surface-disturbing activities every 6 months.

Increased emphasis is being placed on this effort to ensure conformity with established standards for acceptable exploration, mining, and reclamation practices by operators, to ensure appropriate levels of coordination and cooperation with States and other Federal agencies for a coherent and consistent inspection program, and to prevent unnecessary or undue degradation to the Public Land.

Bonding and Reclamation

The BLM has instituted a bonding policy for all mining operations which requires mandatory bonding for all plan-level mining operations. Mining operations shall be bonded at whatever level required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$2,000 per acre. Exploration operations shall be bonded at whatever level is required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$1,000 per acre. Mine operators using cyanide and other leachates are required to post a bond equal to 100 percent of

BLM's estimate of reclamation costs required by State or Federal regulators. The bonding initiative helps to build consistency in the surface management program and ensure the conduct of adequate environmental protection and reclamation on mining operations.

Proposed rules on bonding were published in July 1991; final rules are expected to be promulgated in 1993. The new rules will require financial guarantees for all operations on notice level operations with less than 5 acres disturbance, in addition to the bonding required for plan level operations.

Mining Claim Occupancy

The BLM has proposed rules (43 CFR 3710) to define use and occupancy of unpatented mining claims and mill sites and to define and prohibit non-mining uses on such claims. The proposed rules would also define activities related to prospecting, mining, or processing operations, and uses reasonably incident, and establish conditions for determining whether these criteria are met.

Reimbursable Mining Law Administration Fees

The Department of the Interior Appropriations Act of 1989 (43 U.S.C. 1474) provided that the revenues from fees for mining claim recordation (MCR) and mineral patent processing be made available to BLM as reimbursable funds to assist in covering operational expenses. The requirement in the *Department of the Interior and Related Agencies Appropriations Act for 1993* for payment of an annual rental fee reduces the fees collected in 1994 through this provision of law to only those fees related to filing new claims, transfers, patent applications, fees paid by claimants holding 10 or less claims, and other fees not related to the annual rental fee. In 1994 it is expected that these administrative fees will generate an additional \$1,500,000 for program support.

❖1994 Budget Request❖

Table XIV 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	(15,300)	(+2,870)
FTE	300	+25

Under the *Department of the Interior and Related Agencies Appropriations Act for 1993*, to hold a mining claim, claimants holding 10 or more claims must pay an advance rental for 1994 by August 31, 1993. Therefore, under current law, only rental fees for new locations will actually be collected in 1994. Because the law expires as of September 30, 1994, no current authority exists to collect the rental fee for the assessment year beginning September 1, 1994. The Department will work with the Congress to permanently authorize a rental fee on all hard rock mining claims on Federal lands. The Department is exploring several options, including a flat fee or a fee based on the acreage in a given claim. The Department will propose funding the mining administration program from the fees collected.

To operate the program in 1994, BLM will require \$15,300,000 and 300 FTE plus the anticipated \$5,000,000 in reimbursements for processing the rental fee requirements.

At the 1994 proposed level, BLM would also complete validity determinations on 150 unpatented mining claims. BLM expects to receive and review 2,550 plans of operations or notices for mining operations in 1994, and to conduct 9,300 inspections of mining operations.

The Department is committed to supporting a comprehensive review of the 1872 Mining Law. This is a reform that can more comprehensively be achieved outside the budget reconciliation process. The Department will work with Congress on a proposed legislative proposal to establish, beginning in 1995, a gradually increasing royalty on the value of hard rock minerals.

Additional funds of \$2,870,000 and 25 FTE over the 1993 enacted level would be used for two purposes.

First, additional funds would be used for work related to evaluating and responding to legislation associated with changes to the mining law, and the collection of program generated revenue

Table XV Mining Law Administration Workload Accomplishments, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Mineral patents issued (# claims)	362	350	350	0
Validity examinations (# claims completed)	150	150	150	0
Surface management (# plans/notices)	2,550	2,550	2,550	0
New mining claims recorded (# per year)	80,000	43,000	43,000	0
Annual filings (# processed)	890,000	380,000	0	-380,000
# claims, new and continuing subject to actual rental	0	488,000	678,000	+190,000
Inspection (# inspections reports)	8,300	8,300	9,300	+1,000
Enforcement (# decisions)	300	300	300	0

from potential new sources, such as royalty systems.

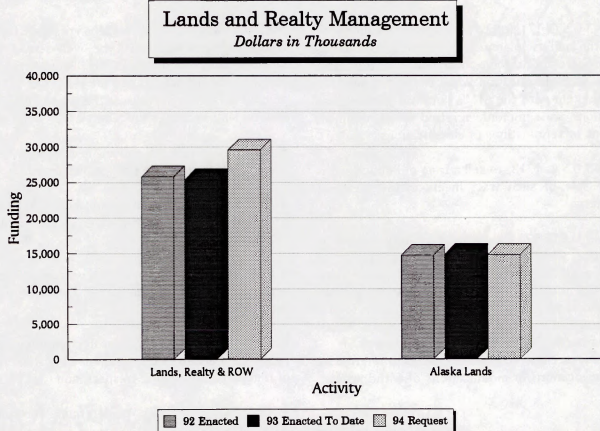
Second, the additional funding would enhance on-the-ground activities such as inspection and enforcement of mining operations, including those using cyanide.

Activity Summary

Activity: Lands and Realty Management

Table XVI Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Lands, Realty and Rights-of- Way Management	25,404	-295	+4,450	29,559	+4,155
Alaska Lands	14,826	-54	0	14,772	-54
<i>Total</i>	<i>40,230</i>	<i>-349</i>	<i>+4,450</i>	<i>44,331</i>	<i>+4,101</i>



Justification of Program and Performance

Activity: Lands and Realty Management **Subactivity: Lands, Realty and Rights-of-Way Management**

Table XVII Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	25,404	-295	+4,450	29,559	+4,155
FTE	530	-19	+53	564	+34

❖Authorizations❖

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1701 *et seq.*) authorizes the following functions:

- 43 U.S.C. 1711, to prepare and maintain inventories of all Public Land and resources;
- 43 U.S.C. 1712(d), to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications;
- 43 U.S.C. 1713, to sell a tract of Public Land if the sale of such tract meets certain disposal criteria;
- 43 U.S.C. 1714(i), to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(l) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals;
- 43 U.S.C. 1714(l), to review certain withdrawals in the 11 western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews.
- 43 U.S.C. 1715, 1716, to exchange Public Land if the public interest will be well-served by making that exchange; The Federal Land Exchange Facilitation Act of 1988 (43 U.S.C. 1716) amends FLPMA to provide for the streamlining of Federal land exchange procedures.
- 43 U.S.C. 1719, to convey Federally-owned mineral interests to the surface owner;
- 43 U.S.C. 1721, to convey omitted Public Land to a qualified occupant if it is in the public interest to do so;
- 43 U.S.C. 1732, to manage the use, occupancy, and development of the Public Land through leases and permits;
- 43 U.S.C. 1733, 1740, to protect and manage Public Land against willful and knowing violation of regulations, including trespass; and
- 43 U.S.C. 1761-1771, to determine the suit-

ability of Public Land for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way.

The Mineral Leasing Act of 1920, as amended (30 U.S.C. 185, §28) authorizes the Secretary to determine suitability of Public Land for oil and gas pipeline rights-of-way.

The Desert Land Act of 1877 (43 U.S.C. 321–323) provides authority to reclaim arid and semi-arid Public Land of the western States through individual effort and private capital.

The Carey Act of August 18, 1894 (43 U.S.C. 641) authorizes the Secretary, with the approval of the President, to patent to States desert lands which are reclaimed, cultivated, and settled.

The Taylor Grazing Act of 1934 (43 U.S.C. 315) authorizes the Secretary to classify lands within grazing districts or lands withdrawn by Executive Orders 6910 and 6964, and to open lands to certain types of entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands are not permitted before classification and opening.

The Act of August 30, 1949, as amended (43 U.S.C. 687(b)) authorizes the Secretary to dispose of Public Land and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

The Act of May 24, 1928, as amended (49 U.S.C. App. 211–213) authorizes the Secretary to lease contiguous unreserved and unappropriated Public Land (not to exceed 2,560 acres) for a public airport.

Section 516 of the Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215) authorizes conveyance of lands to public agencies for use as airports and airways.

The Engle Act of February 28, 1958 (43 U.S.C. 156) provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.

The Recreation and Public Purposes (R&PPP) Act of 1926, as amended (43 U.S.C. 869) authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. *The R&PPP Amendment Act of 1988* provides that suitable Public Land may be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.

The Burton–Santini Act, Public Law 96–586 (94 Stat. 3381) authorizes and directs the Secretary to sell not more than 700 acres of Public Land per calendar year in and around Las Vegas, Nevada; the proceeds of which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.

The Zuni Act, Public Law 98–408, (98 Stat. 153) authorizes the Secretary to acquire, through purchase or exchange, certain private land and to convey such land to the Zuni Indian Tribe for religious purposes.

The King Range Act of 1970 (16 U.S.C. 460(y)) authorizes the acquisition and exchange of lands in the King Range National Conservation Area.

The Federal Power Act of 1920, as amended (16 U.S.C. 818, §24) allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241–1249) establishes a national system of trails and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold, with the receipts to be deposited in the Land and Water Conservation fund.

The Wild and Scenic Rivers Act, as amended (16 U.S.C. 1277, §6(d)) authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

❖Objectives❖

The program objectives are to:

- support the Administration's initiatives relating to natural resource and environmental infrastructure by:
- supporting "Recreation 2000" by acquiring through land exchange or donation, access or lands with recreational opportunities including wilderness inholdings and cultural resources;
- supporting "Fish and Wildlife 2000" by acquiring through land exchange or donation, access, wildlife habitat, and riparian-wetland areas;
- monitoring use at existing authorized landfills for adherence to EPA regulations and BLM stipulations, and promote closure and disposal of such land as appropriate;
- monitoring all other land use authorizations and conveyances to maintain compliance with terms and conditions to protect health, safety and natural resources;
- maintain an ongoing program of prevention, detection, and resolution to abate the unauthorized use of the Public Lands; and
- revoking land withdrawals in support of priority land exchanges and other lands, realty, and mineral actions.
- support community expansion, recreation and public purposes, and important economic development through appropriate land use authorizations and conveyances;
- facilitate the development of energy and non-energy resources through the processing and granting of rights-of-way and temporary use permits;
- eliminate the rights-of-way case backlog and maintain case processing on an average 90 day turnaround;

- develop communication site management plans to reduce costs of administering rights-of-way grants, protect natural resources and individual interests, and provide a wide array of site opportunities;
- operate and maintain the basic Public Land records system of the Federal government to support land title information and natural resource management needs;
- provide modern public lands and resources informational services to the public and other governmental entities;
- improve the Public Land records system through support of automation initiatives (ALMRS/ Modernization and the Eastern States General Land Office Records Project);
- process new withdrawal applications and implement Congressional withdrawals for the management and stewardship of Public Land resources and other Federal capital investments; and
- review other agency withdrawals as mandated by the FLPMA, continue review of waterpower and water storage withdrawals, and continue processing and reviewing withdrawals in Alaska.

❖1994 Core Program Activity❖

The 1994 Enacted Funding Level for the lands, realty and right-of-way management program is \$25,404,000 and 530 FTE. For 1994, adjustments as a result of uncontrollable changes will decrease \$295,000 and 19 FTE from the 1993 Enacted level, providing a 1994 continuing funding level of \$25,189,000 and 511 FTE.

Realty Operations

BLM provides basic and fundamental lands and realty services to the public, State, local and other Federal agencies by processing land use authorizations, adjusting tenure through land exchanges (including supportive lands actions for

exchanges such as withdrawal revocations), and completing land disposal actions. BLM also operates the system for maintaining the official Public Land records of the Federal government, and responds to public inquiries about Public Land status, use and availability. The 1994 realty operations program is driven largely by public demand for realty services. Adjustments between workloads will occur as public demand shifts.

Land Exchanges

Land exchanges are an essential method of implementing multiple use management objectives by consolidating land ownership and acquiring resource values of public significance. Proposed exchanges have been identified in BLM land use plans and have been determined to be in the public interest by meeting resource objectives for recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

State and private proposals for exchanges that have been identified in BLM land use plans and which support multiple use resource management objectives identified in plans are a primary source of exchange project initiatives. In many western States, as the remaining land entitlements under the state indemnity selection statutes approach completion, state governments are proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.

The *Federal Land Exchange Facilitation Act (FLEFA) of 1988* provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process. The final regulations implementing the provisions of this law are scheduled to be issued in 1993. Implementation of the provisions of FLEFA will provide additional opportunities to complete exchanges within the program. The FLEFA regulations will provide guidance for processing exchanges in 1994.

Exchange workload involves preliminary identifi-

cation, early negotiations, and planning for specific exchanges. Because each individual exchange involves a variety of complex factors and circumstances, the resource objectives, acreages and values of the offered and selected lands may change as exchange proposals are processed.

Land Disposals

The BLM is anticipating increased interest in land sales by the public and local governments, particularly in Nevada. BLM will offer about 13,600 acres of Public Land for sale under the authority of §203 of FLPMA. This is an increase of 11,100 acres over the 1993. The lands are largely scattered tracts, all of which have been identified as suitable for disposal as a result of BLM land use planning. Lands must be sold at fair market value as determined by an acceptable land appraisal. They must also be inventoried for threatened and endangered species including plants, cultural values, etc.

Also, the 1994 program supports a continued effort on land sales in Clark County, Nevada under the Burton-Santini Act, which provides for the offering for sale of not more than 700 acres annually. BLM expects to offer and sell 700 acres in Clark County in 1994.

The 1994 program includes the conveyance of 2,000 acres of Public Land to State governments under the State Indemnity Program. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association. In many of the States, remaining entitlements under the state indemnity selection statutes approach completion. Therefore, a decrease in demand by State governments for indemnity selections is expected in 1994.

In 1994, BLM plans to process 88 Desert Land Entry (DLE) applications. The program continues at a minimal level of processing DLE cases because of emphasis on higher priority workloads supporting multiple-use objectives.

Land Use Authorizations

Land use authorizations under FLPMA §302(b) provide for private use of Public Lands through lease or permit authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide authorizations needed to meet public demand for uses of Public Lands. In 1994, BLM plans to issue 875 leases or permits.

The BLM will continue to monitor, control, and reduce realty trespass to prevent conflicts with recreation and other authorized multiple uses and to ensure that the Federal Government receives a fair and equitable return for the use of Public Land resources. BLM's trespass abatement program emphasizes prevention through early detection and recordation of suspected unauthorized activities on the Public Lands. An estimated 750 trespass cases will be investigated during 1994.

BLM also responds to local and State government requirements for land for community expansion and new public facilities in a timely fashion, primarily through the use of Recreation and Public Purposes Act (R&PP) authorizations. In 1994, 190 R&PP leases will be processed. Regulations implementing the Recreation and Public Purposes Amendments Act have been published and are effective in 1993.

Official Land Records

The operation, maintenance and improvement of the official Public Land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the lands and realty program. These records amount to over one billion items or documents and are made available to the public, local and State governments, other Federal agencies, and for BLM management purposes.

Every BLM office makes some basic Public Land records available to the public for review. BLM continues to maintain the manual land record

system, including master title plats, historical indices of land actions, and copies of patents and other pertinent documents about the Public Land and land formerly in the "Public Domain" but now in private ownership. Many of these land records also have great historical value and public interest. In addition, in order to accomplish its program objectives, every BLM program requires accurate information about Public Land availability, status, and use authorizations such as information about mineral leases, use, and availability.

The records maintenance workload involves having the Public Land records available for use, and being responsive to our customers' information requests about Public Land status, use and availability. Other BLM programs (e.g. recreation resources, oil and gas, and mining law administration) also provide direct public information assistance concerning Public Land status and uses. However, updating and maintaining the accuracy of the basic Public Land records, and making them available for use by other programs and our customers are primarily functions of the lands and realty management program.

The general improvement and automation of the BLM's entire Public Land records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as well as all other BLM programs that depend on accurate and up-to-date land records, will become more efficient and effective when ALMRS is fully implemented. In addition, the existing microfilm and paper records systems now in use in most offices will be replaced by the automated system, and thus the land records will become more accessible and usable to the public, other government agencies, the BLM, and private industry.

Until ALMRS is implemented Bureauwide however, the responsibility for maintaining the existing official Public Land records continues to be funded largely through the lands and realty program. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and entering data into the On-line Case Record

tion and Access (ORCA) system for the ALMRS lands data base are responsibilities within the lands program. Updating data elements and records on an individual case file basis occurs as each current action is completed in the normal course of processing various steps for active cases and applications.

Rights-of-way

The rights-of-way (ROW) component of the program is funded from a combination of appropriated funds and of fees paid by applicants wishing to use the Public Land for ROW purposes. The ROW fees are made available for use by the BLM through the "Service Charges, Deposits, and Forfeitures" indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (43 U.S.C. 1734(b)), some ROW applicants receive a partial waiver of the fees, and others receive a total waiver.

The ROW workload is divided between casework and non-casework functions. Non-casework actions include functions such as pre-application review, corridor planning, managerial direction, training, and other aspects of program management not directly associated with a specific case. It also includes workload associated with providing information to the holder, resolving disputes regarding the authorization, correcting errors and omissions in past processing actions, processing rental updates, etc. All non-casework activities are funded in this direct MLR appropriation subactivity.

The BLM issues rights-of-way grants for a wide range of projects on the Public Land, such as petroleum pipelines, power lines, energy development and distribution facilities, roads, and communication sites. Casework is the primary workload in the ROW program. Casework includes responding to an application, including preliminary investigations, assessments, and appraisals; developing special stipulations; issuing the ROW grants and/or temporary use permits; and monitoring. Applicants for ROW uses include individu-

als, corporations, public and private utilities, associations, and state and local governments. Right-of-way case processing also includes jurisdictional transfers, relinquishments, assignments, expirations, and application amendments or withdrawals. In some cases, the applications are made to authorize an existing but previously unauthorized use.

Greater emphasis is being placed on processing ROW applications and on the reduction of the number of pending ROW cases. The processing of 3,050 new and existing ROW applications and the issuance of 2,875 ROW grants is expected to be accomplished in 1994.

Casework also includes compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often includes construction site visits and post-construction inspections. To the extent allowable under law, the BLM costs of casework such as processing ROW applications and monitoring and compliance reviews of authorized ROWs are recovered by fees collected and made available for use through the "Service Charges" account.

Withdrawal Processing and Review, Classification, and Waterpower Actions

FLPMA requires land withdrawal reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. Section 204(l) (43 U.S.C. 1714(l)) mandates a comprehensive 15-year review of most withdrawals of Federal lands in the 11 western States, exclusive of Alaska, to be completed by 1991. This deadline was not achieved due to delays caused by the *National Wildlife Federation v. Burford, et al.* lawsuit which precluded withdrawal review processing for over 5 years between 1985 and June 1990, and because of reduced funding levels resulting from the protracted delay.

In June, 1990, the U.S. Supreme Court issued a decision in the *National Wildlife Federation v. Burford, et al.* lawsuit which resolved this long-standing issue. The BLM is now implementing a new two-phase process for withdrawal review and implementation. This process involves an initial review phase and a subsequent implementation phase. A final policy statement was issued to BLM field offices in October, 1991. Using this new process, the BLM is scheduled to complete the review phase for withdrawals subject to FLPMA review by September 30, 1998, provided necessary funds are received. During the subsequent implementation phase, the BLM will identify management prescriptions, through land use planning, for lands and resources that return to BLM administration as a result of withdrawal review. In 1994 BLM expects to complete additional withdrawal review cases with requested increased funds. In 1994, the BLM will also process 100 withdrawal cases to protect Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of land between Federal agencies.

Waterpower activities involve the identification and evaluation of Federal lands with significant water and power potential. In 1994, 24 waterpower cases will be reviewed. This review will provide land managers with information to ensure that potential water and power site information is included in land use plans.

❖1994 Program Increase❖

Table XVIII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	29,559	+4,450
FTE	564	+53

The 1994 Budget Request is \$29,559,000 and 564 FTE, a program increase of \$4,450,000 and 53 FTE. Program increases are requested on the basis of the following:

*Withdrawal review program: +\$400,000;
(+7 FTE)*

The Department of the Interior has identified the BLM's withdrawal review program as a material weakness. To address this finding, the BLM is requesting an increase of \$400,000 and 7 FTE to process an additional 220 withdrawal review cases in 1994 (a total of 420 cases). With the increase BLM will devote \$2,620,000 to maintain a level of effort required to complete the review phase for withdrawals by the self-imposed deadline of September 30, 1998.

The withdrawal review workload includes the review of high priority withdrawals based on input from other Federal agencies. Successful completion of this schedule depends on the ability of other agencies to make timely submissions of their withdrawal rejustifications. At this level of program accomplishment, 1,950 cases involving an estimated 17 million acres remain to be reviewed in future years.

Land Exchanges: +\$3,000,000; (+40 FTE)

At the 1994 Budget Request level, an increase of \$3,000,000 and 40 FTE will be used to expand and accelerate the land exchange program to complement the funding identified for Federal land acquisition throughout the Department. The BLM and the Department plan to use land exchanges as an integral part of a Department-wide land management strategy. This strategy will apply to the three major public land management bureaus in the Department, including: the Public Land managed by BLM; the National refuges managed by the Fish and Wildlife Service; and the various units of the park system managed by the National Park Service.

This reflects a budget and policy emphasis to use more land exchanges, along with fee purchase through the Land and Water Conservation Fund, as the joint means for adjusting land ownership patterns and improving the manageability of surface jurisdictions. The emphasis under the new strategy will be a balanced approach of land

acquisition and land exchanges to improve the land ownership configuration of the Federal lands. Exchanges do take time and effort and can be combined with land purchases to produce a beneficial result. The Idaho land exchange involving the BLM, the FWS, and the Potlatch Corporation is a good example of this type of strategy at work.

The \$3,000,000 increase will mean that BLM would have a total of \$5,000,000 for land exchange work in 1994.

General Land Office Records Project:
+\$1,050,000; (+6 FTE)

The program increase of \$1,050,000 and 6 FTE is an internal adjustment from the "Information Systems Operations and Management" Subactivity for the continuation of the Eastern States Office's (ESO) General Land Office (GLO) records preservation project. The transfer is occurring because the project has moved from the developmental

phase to operational status, and the lands and realty program is the primary benefitting program for this function.

This project will preserve and protect land records—most of which are over 100 years in age—by scanning these documents onto optical disks. These records include 9,386 volumes of GLO tract books, and 4.5 million patents (which transfer title from the Federal Government). BLM's efforts are designed to make the land patent records housed at the ESO more readily available to the public for use through automation, and to preserve the paper records which are deteriorating with age and use. The internal transfer will not change the total program effort being directed to this project.

Table XIX Lands, Realty & R/W Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual (rounded)	1993 Enacted to Date	1994 Budget Request	Changes From 1993 (+/-)
Exchanges (000s acres) -State	70	12	102	+90
-Private	100	73	258	+185
Desert Land Entries (# cases)	100	92	88	-4
Public land sale offerings (acres)	2,500	\$,900	13,600	+11,100
Burton-Santini Act lands offered (acres)	700	700	700	-
State indemnity selections (acres)	8,000	8,000	2,000	-6,000
Recreation and Public Purposes leases & patent applications (# cases)	160	160	190	+30
Permits (# cases)	1,200	1,140	875	-265
Realty Trespass (cases closed)	750	750	750	0
R/W Grants: -minor	2,700	2,700	2,850	+150
(# issued/modified) -major	25	25	25	0
R/W Cases (# of cases processed)	2,600	2,600	3,050	+450
R/W Trespass (# of cases processed)	200	200	200	0
Withdrawal processing (# cases)	150	190	100	-90
Withdrawal review (# cases)	100	200	420	+220
Classification review (# cases)	50	50	5	-45
Waterpower classifications (# cases)	5	5	24	+19

Note: Much of the workload is public demand driven. Therefore, actual units of accomplishment may vary from estimates depending upon current public demand for particular case types and actions.

Justification of Program and Performance

Activity: Lands and Realty Management **Subactivity: Alaska Lands**

Table XX Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrolled Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	14,826	-54	0	14,772	-54
(FTE)	246	-9	0	237	-9

❖Authorizations❖

The Alaska Statehood Act of 1958, as amended (48 U.S.C. Chap. 2 note) provides for the admission of the State of Alaska into the Union and authorizes and directs the Secretary of the Interior to convey approximately 104.5 million acres of Public Land to the State.

The Alaska Native Claims Settlement Act (ANCSA) of 1971, as amended (43 U.S.C. 1601 et seq.) authorizes and directs the Secretary to withdraw, to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification, and to convey approximately 44 million acres to Alaska Native corporations. The Act also provides broad exchange authority to facilitate the purpose of the Act.

The Alaska National Interest Lands Conservation Act (ANILCA) of 1980, as amended (16 U.S.C. 3101 et seq.) provides for the designation, management, and conservation of certain Public Lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes. The Act also contains broad exchange authority to facilitate the purposes of the Act.

The Indian Allotment Act of 1906, as amended (43 U.S.C. 270) provided up to 160 acres to be conveyed to Alaska Natives.

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1701 et seq.) authorizes the Secretary of the Interior to:

- prepare and maintain inventories of all Public Land and resources (§1711);
- sell a tract of Public Land if the sale of such tract meets certain disposal criteria (§1713);
- exchange Public Land if the public interest will be well served by making that exchange (§1716);
- convey Federally-owned mineral interests to the surface owner (§1719);
- convey omitted Public Land to a qualified occupant if it is in the public interest to do so (§1721);
- manage the use, occupancy, and development of the Public Lands through leases and permits (§1732); and
- protect and manage Public Land against willful and knowing violation of regulations, including

trespass (§1733).

The Recreation and Public Purposes Act of 1926, as amended, (R&PP) (43 U.S.C. 869) authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

The Act of August 30, 1949, as amended (43 U.S.C. 687b) authorizes the Secretary to dispose of Public Land and certain withdrawn Federal land in Alaska that are classified as suitable for housing and industrial or commercial purposes.

The Wild and Scenic Rivers Act of 1968 (16 U.S.C. 1277) authorizes the Secretary to exchange or dispose of suitable Federally owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

The Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215) authorizes conveyance of lands to public agencies for use as airports and airways;

The Alaska Railroad Transfer Act of 1982 (45 U.S.C. 1201) authorizes the Secretary of Transportation to transfer rail properties of the Alaska Railroad to the State of Alaska.

The Indian Self-Determination and Education Assistance Act, as Amended (25 U.S.C. 450) provides for non-competitive contracts, grants, or cooperative agreements entered into between a tribal organization and the Federal government for the planning, conduct and administration of programs which enhance Indian educational achievement or provide other Federal services more responsive to the needs and desires of those communities.

❖Objectives❖

The major objectives of the Alaska lands program are to:

- utilize the Patent Plan Process to fulfill land entitlements to Native corporations and the State of Alaska by completing adjudication of and patents of lands and by issuing certificates (land titles) to qualified Alaska Native allotment applicants upon survey;
- process public demand and other lands cases or realty actions to serve the public and local government needs (i.e., R&PP authorizations, leases, permits, sales, settlement claims);
- conduct land exchanges, as required by Congress and in support of other Federal agencies, to improve the overall land management pattern for the Department of the Interior in Alaska;
- continue the transfer of land for the Alaska Railroad and Alaska Townsite programs;
- manage easements reserved under ANCSA, and continue priority implementation of the ANCSA §17(b) Easement Management Program;
- support the development of Automated Land and Mineral Records System (ALMRS) to meet the needs of Alaska conveyance and land management programs, and implement the Bureauwide ALMRS initiatives;
- continue to implement the automation modernization of conveyance work to meet the needs of the Alaska Native and State conveyance program;
- continue a program of inventory, recordation and abatement of realty trespasses in Alaska; and
- assist and cooperate with the State of Alaska to resolve final State selections, entitlement issues, and matters of common interest.

❖1994 Core Program Activity❖

The 1993 Enacted funding level for the Alaska lands program is \$14,826,000 and 246 FTE. For 1994, adjustments as a result of uncontrollable changes will decrease \$54,000 and 9 FTE from

the 1993 level, providing a 1994 Budget Request of \$14,772,000 and 237 FTE.

This program is multi-faceted with many mandates that affect the management of approximately 92 million acres of land in the State of Alaska by BLM. Program emphasis is on the conveyance of land to fulfill the entitlements of the State of Alaska, Native corporations, and individuals (Native allottees, settlement claimants, and townsites). Added emphasis will be placed on the efficient and effective introduction of automation to the conveyance Program in order to increase conveyance outputs as well as continued use of the Patent Plan Process to organize conveyance work.

The program also includes preparing navigability reports, completing transfer of the Alaska Railroad land to the State, processing land use authorizations, administering the townsite trustee program, managing ANCSA 17(b) easements, and supporting BLM's automation and modernization initiatives. Other work includes realty program support to effectively implement Department and BLM program initiatives and to support resource management planning for the Public Land in Alaska.

Conveyance Program/Patent Plan Process

The State of Alaska and Native corporations

continue to emphasize the issuance of patents to surveyed lands and attention to special or economic need conveyance actions. Native allotment survey and transfer workload also remains a priority.

The 1994 program focus will be on maintaining a zero backlog of patentable acres and adjudicated certificates of allotment, on assisting the State and Natives in finalizing entitlement selections, Native allotment title recovery actions, providing support to cadastral survey, and performing on-the-ground management of the Public Lands, including 17(b) easement identification and management.

By the end of 1993 for Alaska Native corporations, combined Interim Conveyances (IC) and patents granted will total more than 40 million acres, or approximately 90 percent of their total entitlement. Alaska Native corporations will have received patent to 15.4 million acres, or 35 percent of their entitlement by the end of 1993.

By the end of 1993, cumulative title transfers to the State of Alaska involving both patents and Tentative Approvals (TA), are expected to be more than 87 million acres, or 83 percent of the State's total entitlement. This total will include 37.6 million acres of patented land.

In 1994, BLM plans to patent a total of 1,500,000

Table XXI Alaska Conveyance Program Patent Accomplishments (Acres patented in millions & tenths).

	Pre-1988	1988	1989	1990	1991	1992	1993
Native Corporations							
Annually	---	1.6	0.8	3.0	1.7	1.7	1.5
Cumulative Total	5.1	6.7	7.5	10.5	12.2	13.9	15.4
State of Alaska							
Annually	---	2.7	1.3	0.6	0.6	0.6	0.8
Cumulative Total	31.0	33.7	35.0	35.6	36.2	36.8	37.6

acres to Alaska Native corporations, and 800,000 acres to the State of Alaska; and to issue 750 Native allotment certificates.

The resolution of Native allotments is a complex adjudicative process which requires more expensive field time in the logistically complex Alaska work environment, and requires extra coordination efforts with the Native allottees. Approximately 8,000 Native allotment parcels await survey and/or issuance of certificates of allotment.

Implemented initially in 1986, the Patent Plan Process (PPP) is an on-going, 3-to 5-year process which facilitates the survey and transfer of lands in an efficient and cost effective manner, considering the remote and dispersed nature of the lands involved. The PPP identifies and schedules work by geographic windows to direct a concentrated work effort to complete lands adjudication, cadastral survey of inholdings and conveyance boundaries, and subsequent patent issuance.

The Patent Plan Process will continue to involve the resolution of "Aguilar hearing cases," another type of Native allotment. "Aguilar hearing cases" involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee. In 1994, it is anticipated that 20 "Aguilar hearing cases" will be resolved.

The Alaska Townsite Program is nearing completion and only residual work remains. Approximately 50 townsite deeds will be issued, covering the remaining 5 townsites.

Work on the transfer of the Alaska Railroad land to the State of Alaska will continue. Railroad lands will be transferred as survey plats are provided.

Other Realty Actions

- **Easements.** Section 17(b) of the *Alaska Native Claims Settlement Act of 1971 (ANCSA)* (43 U.S.C. 1601 *et seq.*) authorizes the Secretary to reserve certain public easements across Native lands and along major waterways in Alaska to guarantee access to publicly owned lands. Easements are reserved in conveyance documents to the respective Native corporations and are specifically identified by location, width, and authorized uses by BLM. There are approximately 3,958 miles of easements and 266 sites which currently require management by the BLM. In addition, other Federal agencies are concerned with the management of those easements providing access to land under their jurisdiction. The easements were inventoried through a coordinated effort by the National Park Service, Fish and Wildlife Service, and BLM. In 1994, BLM will complete the transfer of management responsibility for certain easements to other Federal agencies (Park Service, Fish and Wildlife Service, Forest Service, etc.) as appropriate to consolidate management on BLM high use and other priority areas.

- **Realty Actions.** BLM will continue to process public demand lands cases involving the issuance of FLPMA leases, permits, sales, and recreation and public purpose leases and sales, on a pipeline basis; however, support to the Patent Plan Process involving these actions will receive first priority. Issuance of land use authorizations continues to receive priority over compliance monitoring of previously granted authorizations.

In October 1986, the Alaska settlement laws expired pursuant to FLPMA §702 and §703. The BLM will continue appropriate actions to process or field examine the remaining claims under the settlement laws and render a final decision to reject, close, initiate government contest, or issue patent for such claims.

- **ADP Modernization.** Maintenance and support of the Automated Land and Mineral Records System (ALMRS) in Alaska is a high priority activity required for the land conveyance and land man-

agement programs. Compatibility and integration of Alaska data and processes with the Bureauwide Automated Land and Mineral Records System (ALMRS) is an absolute requirement. Five automated subsystems, recognized as unique to Alaska, are being adapted to ALMRS to eliminate operation of a separate system for Alaska. BLM is currently on schedule in converting the Alaska systems.

- *Exchanges.* Exchange proposals are being considered by various Native corporations, the State of Alaska and other land owners in Alaska. In addition, land use plans being completed by the BLM and other agencies contain potential exchanges which may enhance the management of public and private lands. The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands

and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. In 1994, only high priority land tenure adjustment cases will be processed, deferring lower priority workloads to future years.

Table XXII Alaska Lands Workload Accomplishments 1992, 1993, 1994

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
Native corporation patents (million acres)	1.7	1.5	1.5	0
State patents (million acres)	0.6	1.5	0.8	0
Native allotments (parcels)	750	750	750	0
Unauthorized use (cases)	15	15	12	-3
R&PP (cases)	5	5	2	-3
Occupancy & use (cases)	50	40	40	0
Title resolution (cases)	20	15	15	0
Permits (cases)	65	45	45	0
Other Realty (cases)	65	40	25	-15

Activity Summary

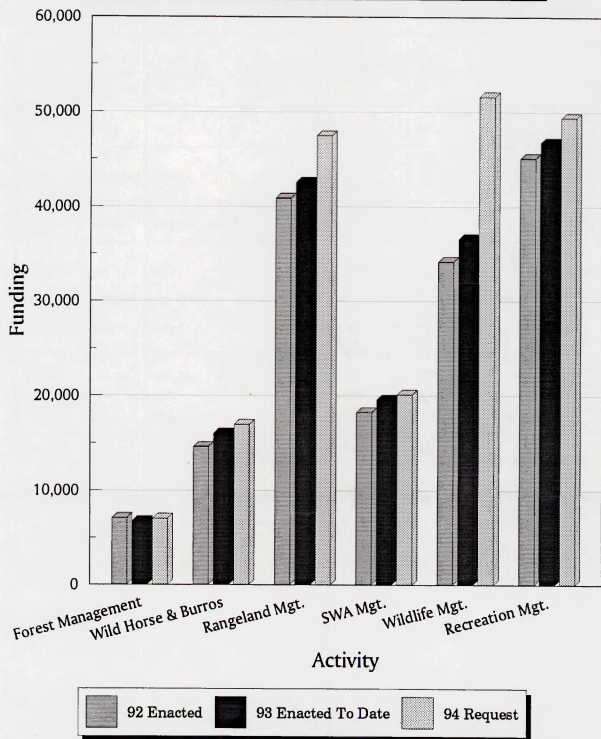
Activity: Renewable Resources Management

Table XXIII Activity Summary (\$ 000s).

Subactivity	1992 Actual	1993 Enacted To Date	Uncon- trollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Forest Manage- ment	7,080	6,737	-30	+300	7,007	+270
Wild Horse and Burro Manage- ment	14,604	16,020	-68	+1,000	16,952	+932
Rangeland Management	40,853	42,530	-489	+5,400	47,441	+4,911
Soil, Water and Air Manage- ment	18,235	19,592	-71	+600	20,121	+529
Wildlife Habitat and Fisheries Management	34,137	36,565	-359	+15,350	51,556	+14,991
Recreation Management	45,075	46,722	-370	+3,000	49,352	+2,630
Recreation Operations	1,382	1,438	-13	+37	1,462	+24
Total	161,366	169,604	-1,400	+25,687	193,891	+24,287

Renewable Resources Management

Dollars in Thousands



Justification of Program and Performance

Activity: Renewable Resources Management Subactivity: Forest Management

Table XXIV Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
\$	6,737	-30	+300	7,007	+270
FTE	113	-4	+3	112	-1

❖Authorizations❖

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1711, 1732) provides for the management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of Public Land resources and other values.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

❖Objectives❖

The BLM Public Land Forest Management Policy provides the framework for the forest management program in the 11 western States and Alaska except for forest lands in western Oregon. The program objectives, which are reflected in this policy, are to:

- use the BLM planning system to determine specific forest land management objectives and uses;

- manage forested lands to maintain or enhance desired forest ecosystems consistent with land use plan goals;

- implement practices and investments which are reflective of the long-term cycle of forest management and which lead to maintaining the desired forest ecosystems;

- maintain future harvest levels by giving priority to accomplishing reforestation of current harvest areas;

- eliminate the reforestation backlog;

- conduct an efficient forestry program which provides public service and multiple-use benefits, including recreation, clean air and water, wildlife habitat, and forest products through the maintenance and enhancement of the forest ecosystem;

- maintain the forest resource inventory for the purpose of determining land use planning objectives and appropriate harvest levels;

- meet public needs for commodity and non-commodity benefits and uses;

- adjust annual sale offerings to correspond with public demand and local market conditions while maintaining the concept of sustained yield;
- receive fair market value for the sale of forest products; and
- prevent, investigate, and eliminate unauthorized use.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the Public Land Forest Management program is \$6,737,000 and 113 FTE. Adjustments due to uncontrollable changes result in a reduction of \$30,000 and 4 FTE, providing a 1994 continuing funding level of \$6,707,000 and 109 FTE.

Public Lands Forestry Overview

This program provides for the management, development and protection of over 1.8 million acres of forested Public Land (outside of western Oregon and Alaska) which are classified as commercial forest lands (CFL), and for the management of an additional 20 million acres of Public Land outside of Alaska specifically for woodlands values. The CFL acres are the source of commercial sawlogs from the Public Land. Other products, such as fuelwood, posts, and poles, are also sold from CFL acres where there is a market for these products. Woodlands are forest communities which generally occupy more arid sites than the CFL, and are primarily comprised of tree species or sizes that are not suitable for commercial sawtimber production, but rather, are a source of a variety of products such as fuelwood, posts/poles, Christmas trees, and pine nuts.

Forest vegetation has a significant impact on many land uses. The density and structure of forest cover influences land use by many forms of animal and plant life. Historically, natural events such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management

practices, managers can closely replicate these natural events to accomplish planning objectives. Under the principles of multiple-use, sustained yield, and environmental sensitivity, a viable, active forest management program can contribute to the enhancement of the forest ecosystem and the many values contained on these Public Lands.

Forest land management is a tool to obtain or facilitate the following multiple-use benefits which will support BLM's *Fish and Wildlife 2000* initiative, *Recreation 2000* objectives, watershed values and others:

- development of desired ecosystems, and maintenance of biological diversity for wildlife, threatened and endangered plant and animal species;
- improved water quality from managed watersheds;
- perpetuation of healthy forests, i.e., prescribed fire and insect and disease control; and
- improved wildlife and fisheries habitat and restoration of damaged forest ecosystems.

Full implementation of the new forest policy will maximize the opportunity for attainment of these benefits.

New Forest Policy

The Public Land forest policy statements emphasize overall forest ecosystem management while providing for commercial timber and other forest product harvests. Implementation guidelines for the policy were completed in 1991.

In 1990, a strategic plan, "Forests: Our Growing Legacy," was developed to address the issues of providing a wide array of public services and developing future direction for the forest management program. This strategic plan for a more efficient forest resource management program reflects the new forest policy of managing from a forest ecosystems perspective. This strategy

document is patterned after other BLM strategic plans including *Fish and Wildlife 2000*, *Recreation 2000*, *Range of Our Vision*, and the *Riparian/Wetlands* initiative. This strategy is an essential link to these other BLM programs and strategic plans, and will help achieve multiple-use management.

The forest management policy supports the BLM's resource management planning system as the tool for developing long-term management objectives for the various uses of forest lands. Decisions concerning biological diversity, non-commercial species values, and/or tree age and size distribution are encouraged, as are the use of forest product harvest, prescribed fire, or other means to achieve desired forest ecosystems. The policy stresses that forest lands benefit society by providing both forest products and other less tangible benefits such as wildlife habitat, recreation, and improved water quality.

The forest management program has a history of utilizing volunteers in the support of its program work. These volunteers assist the BLM in accomplishing reforestation, timber stand improvement, inventory, and survey work. Additional opportunities for increased use of volunteers will continue to be pursued.

Commercial Forest Land Management

The major emphasis of this component of the forest management program is to manage the commercial forest land (CFL) available for harvest for the production and sale of timber as raw material to mills and other end product users. Commercial timber management is practiced on the most productive 1.2 million acres of the BLM's commercial forest lands outside of western Oregon and Alaska. These areas are located primarily in California, Colorado, Idaho, Montana, eastern Oregon, and Wyoming. Adoption of the new forest policy increased consideration of the non-commodity benefits from the forest and for the management of total forest ecosystems. The CFL available for harvest has an estimated annual allowable sale quantity (ASQ) potential of 63

million board feet (MMBF).

Table XXV shows the distribution of commercial forest land and current ASQ by State:

Table XXV Commercial Forest Land (CFL), (Acres 000s)

State	Total CFL	Operable CFL	ASQ (MMBF)
California	178	142	6.5
Colorado	480	174	5.2
Idaho	322	276	16.5
Montana	390	240	11.0
Oregon (E.) ¹	264	220	17.1
Wyoming	210	149	6.7
Total	1,834	1,201 ²	63.0

¹ Excludes public domain forest land intermingled with the Oregon and California Grant Lands in western Oregon.

² Approximately 633,000 acres have been withdrawn from the CFL base for wilderness review, protection of other resource values, topographic limitations, accessibility, and fragile sites.

Inventory of lands available for harvest of forest products is needed. The last study of commercial forest lands was completed in 1976. Many changes in available base acres have occurred since then, and adjustments have been made based on most current land use plans. However, procedures must be developed to assure reliable results in support of sustained yield, multiple-use and environmental quality objectives.

The major processes included in commercial forest management are interdisciplinary timber sale planning, sale preparation and sale administration.

- *Timber Sale Planning* identifies the need for physical and legal access, cadastral survey requirements, and completes the environmental analysis.
- *Sale Preparation* includes sale layout, access

acquisition, road design, timber cruising and appraisal, contract preparation and sale advertising.

- *Sale Administration* involves conducting the sales, awarding the contracts, and administering the contracts to ensure compliance with the terms of the timber sale contract.

An appropriate level of technical support and management expertise is needed to conduct the forest management program. This includes multiple-use planning, interdisciplinary inventory and analysis, and trespass abatement.

Each timber sale is analyzed to determine if the return to the Government exceeds the costs of holding the sale, and modifications to the sale proposal are made where possible to decrease costs or increase revenue. No below cost sales will be held except when other benefits far outweigh the loss in revenue. Disposal of commercial timber below cost will only occur: 1) where the forest has been infected by insects or disease, and harvest is the required tool to stop the infestation or, 2) to facilitate other activities such as wildlife habitat enhancement or rights-of-way, and the timber sale is a method of salvaging some revenue as a result of another type of project.

Stumpage prices have increased significantly, primarily due to improved market conditions and reductions in harvest in the Pacific Northwest. However, protection of the Northern Spotted Owl in California and implementation of Total Forest Management have reduced harvest in the Public Domain forests as well.

In 1994 BLM would plan to offer 55 MMBF of timber for sale under the commercial timber sale program

Timber Salvage

Drought conditions over the past several years have increased the occurrence and effects of forest wildfires and the subsequent death of

commercial trees. The drought conditions also contributed significantly to the occurrence and severity of insect outbreaks with resultant bug-killed timber. In order to minimize loss of merchantable volume, the BLM has placed priority on the salvage of timber in insect outbreak and fire salvage areas. This shift in program priorities has resulted in increased volume sold in 1991 and 1992. In 1993, the *Forest Ecosystems Health and Recovery Fund* was established to increase salvage efforts. Further information on 1994 planned salvage effort is covered in the section on the Forest Ecosystems Health and Recovery Fund permanent appropriation.

Alaska Forestry Program

It is estimated that an additional 7 million acres of potential CFL and some 15 million acres of woodlands are located on Public Land in Alaska. Due to the lack of inventory data, the acreage of operable CFL in Alaska is unknown. However, the 1992 and 1993 Interior and Related Agencies Appropriations Act provided funds to BLM to inventory these lands and to begin to implement an operational forestry program.

Historically, management of the forested lands in Alaska was constrained due to the uncertainty associated with defining the Alaska land base that will eventually be managed by BLM, the lack of access, and the absence of demand except for "subsistence" uses. As the BLM advances the land conveyance programs in Alaska, the general pattern of the final land ownership is becoming clearer and appropriate inventory work was initiated in 1992. The inventory is scheduled to be completed in 1993. As with forested areas in other western states, there is a serious insect infestation problem on forest lands in Alaska.

Reforestation and Forest Development

Forest development is an integral part of the commercial timber program, providing the silvicultural practices needed to maintain and enhance forest ecosystems and to achieve sustained yield and support the allowable sale quantity

levels in the future. Reforestation is generally required to promote regeneration of trees after harvest and to ensure that the new forest will contain desirable timber species. Brush and debris piling with tractors and prescribed burning for site preparation are often required to prepare sites for reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, pre-commercial thinning may be necessary to remove excess trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. Silvicultural prescriptions and thinning are also used to create and maintain stand structures and age class distributions that enhance biodiversity and maintain the forest ecosystem in a condition that helps perpetuate other resource values.

Reforestation and forest development provide additional multiple-use benefits such as:

- the rapid establishment of a new forest which can hasten attainment of multiple-use and biological diversity management objectives;
- soil protection and maintenance of water quality; and
- influence stocking, crown closures, and stand structure thereby resulting in regulation of biomass growth in support of management objectives.

Analysis of Forest Development Situation

In 1984, the BLM conducted an initial analysis of its Public Land reforestation situation which indicated that backlogs of reforestation and timber stand improvement had developed over the past years. These backlogs were caused by several factors such as:

- fire and insects had destroyed many stands which have not been rehabilitated.

- reforestation techniques employed before the 1970's had a higher failure rate than current techniques.

- reliance on natural regeneration for some areas during this period also proved to be unsuccessful.

- improved knowledge about reforestation techniques and stocking levels has greatly reduced reforestation failures.

In 1992 BLM conducted another review of the Public Land reforestation backlog reduction efforts which indicated the following:

- when the funding was added to the program specifically for backlog reduction, the amounts of funding required to meet on going forest development program needs had not yet been identified.

- cost increases due to inflation have reduced capability in the reforestation and forest development program.

- persistent, serious drought conditions throughout large areas of the west have resulted in some plantation failures.

- to eliminate the creation of new backlog, the current reforestation and forest development treatments have been given higher priority for available dollars than reduction of the backlog.

- additional backlog acres have been added as a result of land purchase and exchange actions.

Although 10,000 acres of backlog have been reforested, approximately 13,000 acres remain. This includes a 3,000 acre increase that resulted from fires in Eastern Oregon. Most backlog acres are not the result of past logging by BLM. They are more often the result of past natural events or were acquired in a non-stocked condition.

Program direction continues to stress reduction of backlog acreage. However, a higher priority is given to accomplishing current reforestation to

avoid creating additional backlog acreage. The 1994 Budget Request provides for a total of 1,330 acres to be reforested, including 200 acres of backlog reduction.

Woodland Management

The primary focus of the woodland management program is public service and ecosystem protection by providing public information and vegetative product permits, preventing unauthorized use, and maintaining biodiversity, and developing desirable forest vegetation communities. The Public Land's diverse forest ecosystems and woodlands provide a wide range of wildlife habitat, critical watershed areas, grazing, and some of the most sought after recreational opportunities as well as numerous forest products. In a typical year, approximately 44,000 cords of fuelwood, 102,000 posts or poles, 58,000 Christmas trees, and 219,000 pounds of boughs and miscellaneous greenery are sold. In addition, several other products are commonly sold such as pine nuts, seedlings, cactus and cones.

Woodland products are generally purchased by individuals for their own use. However, in some areas where demand for these products is high, they are sold to small businesses that re-sell them to individuals. Free-use permits are available from BLM for nonprofit groups or organizations. The large quantity of permits issued represents a substantial public service in that many individuals gain a tangible benefit from, and a positive image of, the Federal government. Additionally, selling permits is a form of unauthorized use abatement by making it as easy as possible for individuals to obtain forest products legally and in an environmentally and ecologically sound manner in designated areas. Positive public education efforts make this information available to the public.

Another benefit of woodland product sales is the family or individual recreational experience associated with acquiring Christmas trees and fuelwood. These program services provide posi-

tive public visibility of the BLM and the Federal government. These activities are also important to the maintenance of the BLM's working relationships with its broad array of constituents in the west.

Selling woodland products involves most of the same activities as selling commercial timber. The activities are: (1) establishment of product harvest areas; (2) support activities such as environmental analysis and archaeological surveys; (3) sale and issuance of permits; and (4) field compliance monitoring.

BLM is continuing to refine its woodland inventory data, and the variety of woodland products being sold is expanding. The harvest of woodland products is increasingly being planned to enhance other resource uses, often at considerable savings to the Government when compared to traditional methods such as mechanical chaining.

The following table shows the distribution of the BLM woodlands by State:

Table XXVI BLM Woodlands Distribution by State (Acres 000s).

<i>State</i>	<i>Woodlands</i>
Alaska	15,000
Arizona	1,240
California	866
Colorado	2,350
Idaho	527
Montana	138
Nevada	6,000
New Mexico	1,482
Eastern Oregon	1,033
Utah	6,418
Wyoming	211
<i>Total</i>	<i>35,265</i>

❖1994 Program Increase❖

The 1994 Budget Request is \$7,007,000 and 112

Table XXVII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	7,007	+300
FTE	112	+3

FTE, a program increase of \$300,000 and 3 FTE.

*Columbia and Snake River Basin
Management: +\$300,000; (+3 FTE)*

An increase of \$300,000 and 3 FTE is requested for project work associated with implementation of the *Columbia and Snake River Basin Anadromous Fish Management Plan*, a multi-program effort in support of the Pacific Northwest Salmon Summit agreement. The funds will be used for streamside and fisheries improvement projects, such as aspen planting and juniper thinning. Efforts will be focused on areas with endangered fish runs.

The planting of aspen and other species provide vegetative structure in the riparian zone, stream bank stability, and as trees die are important in creating in-stream structure. The thinning of juniper in upland areas will increase available water without increasing overland flows. These efforts will go along way toward increasing water quality and quantity, reducing water temperatures and improving spawning and rearing habitat for endangered fish runs.

Program increases for Columbia and Snake River Basin Management in all programs are described in the Wildlife Habitat and Fisheries subactivity. This increase is also a part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative and contributes to meeting BLM commitments resulting from the Salmon Summit.

Table XXVIII Forest Management Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Timber offered for sale (MBF)	63,000	60,000	55,000	-5,000
Site Preparation (000's of acres)	4,119	3,200	3,200	0
Reforestation (000's of acres)	1,581	1,100	1,100	0
Timber Stand Improve- ment (000's of acres)	385	350	350	0

Justification of Program and Performance

Activity: Renewable Resource Management **Subactivity: Wild Horse and Burro Management**

Table XXIX Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
\$	16,020	-68	+1,000	16,952	+932
FTE	170	-6	+6	170	0

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes the maintenance of an inventory of Public Land resources, requires land use planning and authorizes collection of service charges to finance the costs of certain applicant related activities.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) provides for the management, protection and control of wild horses and burros on Public Lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

The Federal Grant and Cooperative Agreement Act of 1977 (41 U.S.C. 501) distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes

government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

❖Objectives❖

The major objectives of this program are to:

- perpetuate and protect viable wild horse and burro populations and their habitat in accordance with the principles of multiple use and ecosystem management;
- ensure humane care and treatment of excess wild horses and burros;
- establish and maintain partnerships and cooperative relationships to benefit wild horses and burros;
- increase and maintain wild horse and burro professional capability, leadership and service; and
- integrate and incorporate research, science, and technical developments into the overall wild horse and burro program.

❖1994 Core Program Activity❖

The 1993 Enacted funding level for the wild horse and burro management program is \$16,020,000 and 170 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$68,000 and 6 FTE from the 1993 enacted level, providing a 1994 continuing funding level of \$15,952,000 and 164 FTE.

Strategic Plan for Wild Horses and Burros

In June, 1992, the BLM completed the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. This plan outlines the direction of the wild horse and burro program over the next 10 to 20 years. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establishment of coordinated interdisciplinary herd management plans.

The plan also emphasizes the need to establish appropriate management levels (AML) for wild horses and burros and to adjust populations to reach these levels within 6 years. The plan identifies the need to provide proper care and treatment of animals, establish and maintain partnerships and cooperative relationships, enhance the BLM's professional capability, and to integrate research and technical developments, including fertility control, into the overall program. In 1994, BLM will continue to implement this strategic plan by emphasizing on-the-ground management and removal and adoption of animals exceeding appropriate management levels.

Management of Wild Horses and Burros on the Public Land

Wild horses and burros typically occupy rangeland areas on the Public Land in common with wildlife species and livestock. The long-term numbers of each group that can be properly sustained in each area is determined through an interdisciplinary planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions

made during planning are subsequently monitored and adjusted, if necessary. Excess animals are identified and removed when necessary to maintain a thriving ecological balance and multiple-use relationship.

Based on completed resource management plans, the Public Land is estimated to have the capability to support about 31,000 wild horses and burros on almost 200 herd management areas. This is the Appropriate Management Level (AML) which BLM is striving to achieve. Based on the most current census data, the population at the end of 1992 was 54,800 animals on the Public Land.

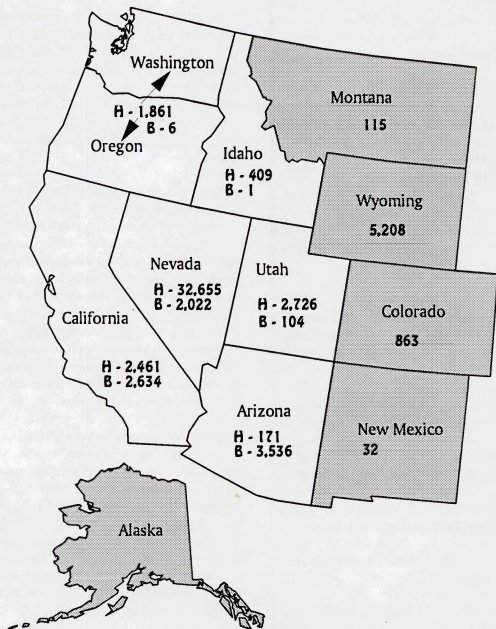
BLM efforts to increase emphasis on managing the herds on the Public Land will continue in 1994. This effort concentrates on more accurately defining the number of wild horses and burros, their habitat needs, and developing herd management area plans (HMAPs) which outline management objectives and actions needed to maintain a thriving ecological balance and multiple-use relationship in wild horse and burro herd areas. Efforts include herd census work, interdisciplinary habitat monitoring, determining forage availability, utilization levels, and determining conflicts with other consumptive uses.

Within the context of the decisions made in resource management plans, specific HMAPs are prepared for each herd management area to guide the management of individual herds and habitats. The program stresses the proper management of the entire rangeland ecosystem, not just the wild horse and burro component. It is necessary to manage the wild horse and burro populations in concert with wildlife and livestock needs as well as the basic requirements of the range and watershed resources.

Removal Efforts

The ability to attain a thriving, natural, ecological balance, as required by the Wild Free-Roaming Horse and Burro Act, is primarily dependent on

Wild Horse and Burro Populations



Key: H - # Horses; B - # Burros

▒ - States with no reported burro populations.

Alaska has no Horse population.

the capability to control wild horse and burro populations through removal of excess animals. Numerous factors, including limited funds and prior appeals of wild horse and burro removal plans, have restricted removal levels that could be achieved in recent years. Consequently, population levels of wild horses and burros on the Public Land have increased in recent years and is anticipated to be about 54,800 animals at the beginning of 1993. Assuming a 15 percent annual rate of population increase in the total number of animals on the Public Land at the start of 1993 and the removal of 9,100 excess animals in 1993, the estimated population of wild horses and burros will be about 53,900 by the beginning of 1994.

In gathering wild horses for adoption, the BLM will continue its selective removal policy whereby only young easily adoptable horses are removed from herd areas. This policy reduces overall program costs by reducing the need to train horses through the prison system or to maintain older unadoptable horses in sanctuaries. If unadoptable animals are gathered, they are returned to herd areas rather than being processed for adoption or held in other facilities.

The BLM will continue its efforts to develop and apply fertility control measures as a means of reducing herd reproduction rates. Reducing herd reproduction rates results in slower population growth and should reduce future removal and adoption costs. Research and monitoring efforts on fertility control techniques, including immunocontraception, will continue in 1994. Pilot fertility control projects initiated in 1992 and 1993 will also be continued and will be applied on a Bureau-wide basis as soon as they are determined to be effective and safe.

A selected portion of the animals returned to herd areas are expected to receive fertility control treatments. The actual percentage of animals treated will vary by herd area depending on the size and sex ratio of individual herds, the herd size in relation to the appropriate management level, the desired rate of reproduction and the

availability of cost effective fertility control treatments.

Care and Placement of Animals

Following removal from the Public Land, healthy adoptable animals are transported to preparation facilities where they are processed for adoption. The BLM maintains several small preparation facilities throughout the western states as well as several larger regional facilities which serve several states. At preparation facilities, a permanent identification marking is applied and animals are inoculated to prevent diseases or ailments which might occur during the adoption process. If animals are in poor condition due to forage conditions on the range, they are fed hay until their condition has improved to a point that they can be safely transported for adoption and are in a condition that will attract adopters. A portion of the program funding is budgeted for the maintenance of preparation facilities and for the feeding of horses pending adoption. Although most animals are held in BLM facilities pending adoption, some animals will continue to be held and trained at several prison facilities.

The selective removal policy has necessitated modifications in the prison training program from prior years. Because the selective removal process greatly reduces the number of older horses to be adopted, the need to gentle and halter train horses at prison facilities to enhance their adoptability has been reduced. Current agreements for prison training programs are structured so that the length of time horses are held in prison facilities is minimized and the costs to the BLM do not exceed those costs which would normally be incurred if horses were being held at BLM facilities. Some prison agreements are expected to result in costs lower than normal BLM maintenance costs because some prison facilities produce their own hay or have access to lower cost feed than is available to the BLM. These new agreements will provide gentled and halter trained horses to the public at no additional cost to the BLM and will allow prison facilities to capitalize on the rehabilitation benefits gained

through the training program. An estimated 600 horses will be trained through prison facilities at the 1994 Budget level.

Following processing, healthy animals are made available for adoption to qualified applicants for a standard fee. With the selective removal strategy, virtually all animals removed from the Public Land will be adoptable. A very small percentage will be found to be unadoptable because of temperament, injury or other condition not evident at capture and will be returned to herd areas.

Except for a few animals estimated to be adopted at reduced fees under strict guidelines (such as being needed to offset veterinary expenses due to temporary illness or minor injury, or needed to avoid the additional expense of transporting or maintaining unadapted animals), adoptions will be at full fee. During 1994, adoption fees for horses will continue at \$125 per horse and the fee for burros will continue at \$75 per animal. These fees are deposited in the "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Current Status of Sanctuaries

A portion of an average herd is composed of healthy animals that are either too old to be desirable for adoption or possess some physical impairment making them unadoptable. In 1988, the BLM initiated a sanctuary program as an alternative to destruction or fee-waiver adoptions of these healthy but otherwise unadoptable wild horses. The sanctuaries provided an opportunity for unadoptable wild horses to roam relatively undisturbed on selected private lands. The BLM established 2 sanctuaries which had the capacity to maintain approximately 4,000 animals.

The sanctuary program was structured so that Federal funding would be provided for 3 years to enable the sanctuaries to start up and to have time for private fund raising efforts to raise sufficient capital to sustain a sanctuary's opera-

tion. However, private donations were not sufficient to sustain sanctuary operations without continued Federal assistance, and the original sanctuary agreements have expired. The BLM has entered into and will fund annual agreements with the previous sanctuary operators to maintain the horses on site until they can be adopted or until suitable alternatives are developed to remove the horses from the sanctuaries.

The BLM has considered several alternatives for relocating these horses, such as relocating animals to military reservations, returning them to herd areas, or establishing a single low bid sanctuary. The BLM has decided to pursue the later alternative. A contract for a single low bid facility will be issued in July 1993. At the beginning of 1994, all sanctuary horses will be in a single location.

Past efforts have been successful in adopting a portion of the sanctuary horses. By the beginning of 1994, the population on the sanctuaries is anticipated to be approximately 2,000 horses. Almost all remaining sanctuary horses are considered to be unadoptable because of age, body conformation or other undesirable characteristics. The remaining population level will slowly decline as a result of natural death loss.

Compliance checks will continue to be conducted to ensure proper care and maintenance of adopted horses and burros.

Volunteer and Cooperative Management Efforts

The BLM will examine the potential for challenge cost-share opportunities in order to enhance the available wild horse and burro program funding. The BLM also anticipates the continuing use of volunteers to expand program capabilities.

❖1994 Program Increase❖

Table XXX 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	16,952	+1,000
FTE	170	+6

The 1994 Budget Request is \$16,952,000 and 170 FTE, a program increase of \$1,000,000 and 6 FTE.

The entire increase will be used to implement objectives and management actions outlined in the *Strategic Plan for Management of Wild Horses and Burros on Public Lands*. The optimum level of funding identified the strategic plan for 1994 is \$18,000,000. The increase will allow the management of wild horse and burros and their habitat on-the-land to increase. Additional interdisciplinary monitoring and census data will be gathered which will allow the BLM to refine the appropriate management levels and other management needs through the land use planning

process. Ten additional herd areas will be monitored and 2 additional herd management plans will be prepared.

The increase will allow an additional 600 animals to be removed over the 1993 level. The total program for 1994 will require the gathering of about 14,000 and removal of 9,700 animals. About 4,300 of the animals gathered would not be easily adoptable and will be returned to herd areas. There will be a total of 9,350 animals placed in private care through the adoption program in 1994, an increase of 600 animals over 1993 levels. It is estimated that 350 animals removed from Public Land will die for a variety of reasons before entering the adoption program or being released back to herd areas.

With these increased removals and adoptions, the population at the end of 1994 is estimated to be approximately 52,300 animals.

In conjunction with increased removal and adoption efforts, an additional 30 compliance checks will be completed, bringing the total to 830. This level of compliance will allow for at least 5 percent of the current adoptions to be inspected and to responding to 100 percent of all mistreatment complaints.

Table XXXI Wild Horse and Burro Program Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Herd Management Area Plans (# implemented)	5	4	6	+2
Animals Removed	6,650	9,100	9,700	+600
Animals Adopted	8,100	8,750	9,350	+600
Compliance Checks	900	600	600	+30
Animals Trained in Prison Facilities	900	600	600	0
Animals Maintained in Sanctuaries or off Public Lands (EOY Population - excludes prison and adoption facilities)	2,100	2,000	1,950	-50
Population on Public Land (EOY)	54,800	53,900	52,300	-1,600

Justification of Program and Performance

Activity: Renewable Resource Management **Subactivity: Rangeland Management**

Table XXXII Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	42,530	-489	+5,400	47,441	+4,911
FTE	840	-29	+44	855	+15

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1732, 1751, 1753) provides for range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of Public Land resources on a continuing basis.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) requires the improvement of the condition of public rangelands, and other range management practices.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315), provides for the regulation of livestock grazing, improvement of the productive capacity of the public rangeland, and stabilization of the livestock industry.

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") (7 U.S.C. 1012-1013A) provides for management of lands acquired under this Act, some of which are under the jurisdiction of the BLM.

The Carlson - Foley Act of 1968 (42 U.S.C. 1241-1243) authorizes the agency to reimburse States

for expenditures associated with coordinated control of noxious plants.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires the preparation of environmental impact statements for any Federal project which may have a significant effect on the environment.

The Federal Grant and Cooperative Agreement Act of 1977 (41 U.S.C. 501) distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

❖Objectives❖

The Range of Our Vision

The major objectives of the rangeland management program are outlined in the BLM program document entitled *The Range of Our Vision*, which sets forth BLM's role of providing environmentally sound, sustained yield rangeland management, while making contributions to local and regional economies. The program has three principal goals to be achieved by the year 2009 or earlier,

thereby setting the stage for BLM's rangeland management program into the 21st Century.

These goals are to:

- achieve late seral to potential natural stage (proper functioning condition) on 75 percent of BLM's riparian areas by 1997;
- increase the area of upland rangelands in late seral or potential natural stage to 40 percent; and
- reduce the area of upland rangelands in early seral stage to 10 percent or less.

Rangeland Management Program

The BLM rangeland management program has additional program objectives covering three program components. All of these objectives are designed to protect and enhance rangeland ecosystems through the application of selective management, a land categorization process designed to assign management priorities to allotments according to their potential to respond to management. The specific component objectives are as follows:

① Grazing Use Administration:

- provide adequate use supervision to assure compliance with management plans and to control unauthorized use and subleasing; and
- emphasize a strong public service attitude through the timely issuance of 28,200 grazing billings and by prompt processing of lease and permit applications (renewals, transfers, grazing and range improvement permit applications).

② Resource Evaluation:

- identify and incorporate updated rangeland management data into the BLM's existing automated systems, as well as maintain existing data and inventory systems;
- conduct monitoring on 10,700 high priority

grazing allotments in selective categories Improve ("I") and Maintain ("M") with special emphasis directed to those allotments containing riparian areas and/or unsatisfactory range conditions;

- establish ecological site baseline data on high priority upland and riparian management areas for use in developing management plans, monitoring studies, and determining range condition and trend; and

- establish climate monitoring studies to provide data for evaluating allotment management actions.

③ Management and Adjustments:

- continue the current high priority for improving riparian areas;

- prepare new/revised activity plans that include resource objectives developed using an interdisciplinary approach that considers the vegetation attributes needed to meet ecosystem objectives;

- develop agreements or issue decisions to implement grazing use adjustments within 5 years of the land use plan record of decision, using a participatory approach including consultation and coordination with affected interests;

- incorporate the desired plant community concept, and give priority to "I" allotments which are not meeting riparian and/or ecological condition objectives;

- provide incentives for private investment in range improvements on the Public Land; and

- maintain cooperative programs with States and counties for noxious weed control and with the Animal and Plant Health Inspection Service (APHIS) for Mormon cricket and grasshopper control on Public Land.

❖ 1994 Core Program Activity❖

The 1993 Enacted Funding level for the rangeland management program is \$42,530,000 and 840 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$489,000 and 29 FTE from the 1993 Enacted level, providing a 1994 continuing funding level of \$42,041,000 and 811 FTE.

Rangeland Ecosystem

The rangeland management program is a major component of the BLM's multiple-use approach to Public Land ecosystem and natural resource management. It also directly supports the Nation's need for domestic food sources, contributes to local and regional economies, and protects the vegetation resources on the Public Land. Through interdisciplinary management techniques, the range program contributes to the well being of other programs. Many program components, such as inventory and monitoring, the development of vegetation objectives and activity plan development are completed jointly with other programs in order to meet wildlife habitat needs, wild horse and burro needs, and watershed requirements as well as to provide livestock forage. Through the rangeland management program, the condition of upland ranges and riparian areas can be maintained or improved for a variety of uses and values.

BLM stresses the management of rangeland resources on an ecosystem basis. This type of management considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions. An ecosystem management approach provides the opportunity to enhance biological diversity. Management approaches that enhance the protection or maintenance of biological diversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social values and economic products derived from these natural communities.

Even though much remains to be done, the BLM has made significant progress in improving rangeland conditions. Since 1936, the acreage of rangeland in the early seral stage (poor) has declined from 36 percent to 13 percent while the acreage in potential natural condition (excellent) and the late seral stage (good) has increased from 16 percent to 38 percent.

Resource Evaluation

Soil survey data in combination with vegetation analysis forms an ecological site inventory, which is the basis for identifying desired plant communities on public rangeland ecosystems. All BLM monitoring efforts which relate to ecosystem production, capability and/or change depend on having quality ecological site inventories. These inventories are used to establish baseline data to support both monitoring and activity planning, and to determine the extent, condition, and potential of upland and riparian management areas. In 1994, ecological site inventories (ESI) are planned to be conducted on 2 million acres.

Monitoring provides the mechanism for enabling the BLM to determine the effects of current management actions; *i.e.* are actions meeting resource objectives. Monitoring data are also used to analyze the changes in vegetation and ecological condition over time. Monitoring studies include: forage utilization (a measure of the amount of forage consumed by livestock, wildlife and wild horses), actual use (the number of livestock and other animals using the rangeland), trends (changes toward or away from resource objectives), and climate (measured precipitation and temperature).

A coordinated interdisciplinary resource monitoring procedure (CIRM) has been implemented to improve the efficiency and quality of monitoring. This procedure stresses the involvement of other resource programs so that when monitoring data is collected it avoids duplication and meets the needs for managing all resources or programs dependent on healthy rangelands, including livestock grazing, wild horses and burros, wildlife

habitat, watershed values and others.

Monitoring studies are applied in various combinations and intensities depending upon the resource objectives for a particular rangeland area (allotment, wildlife habitat area, herd management area, watershed, etc.) Monitoring studies have been established on 11,400 allotments. Of these 11,400 allotments with monitoring studies, 5,200 will have monitoring data collected in 1994. Further, the monitoring data will be evaluated on 425 of these allotments.

Riparian-Wetland Management Strategy

The BLM has developed the *Riparian-Wetland Initiative* for the 90's which is a strategic plan that provides the framework to implement Presidential and Departmental initiatives for the management and restoration of approximately 24 million acres of Public Land riparian-wetland areas. Of the total, wetlands comprise about 17 million acres and riparian areas are approximately 7 million acres. This initiative identifies 4 general riparian goals and incorporates actions to implement *Waterfowl Habitat Management on Public Lands*, and the objectives in *Fish and Wildlife 2000*, and the *Range of Our Vision* strategic plans to ensure a coordinated and unified approach to managing these valuable riparian-wetland areas.

The BLM places a high priority on the management and improvement of riparian-wetland systems. Riparian area management is a key issue on rangeland areas and continues to be a focal point of resource management priorities into the next century. Riparian areas, the narrow band of green vegetation along rivers, streams, springs, bogs, lakes, and ponds, typically constitute only a small portion of the acreage encompassed by the Public Land. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities. There are 24 million acres of riparian-wetland ecosystems on

the Public Land.

The BLM's *Range of Our Vision* goals address riparian area management and propose to achieve late seral to potential natural stage (proper functioning condition) on 75 percent of the BLM's riparian areas by 1997. Management of these areas is achieved through the implementation and monitoring of activity plans. This includes the development of management prescriptions for specific areas and the identification and installation of the necessary structural and/or land treatment projects. Monitoring efforts assure that the resource objectives are being met or provide the data necessary to modify the prescription to meet the objectives.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participatory approach, especially in concert with livestock grazing management and timber harvest activities. Field demonstrations have proven that riparian areas can be restored when properly managed. Rangeland management program activities are a vital element of the BLM overall efforts to manage and improve riparian ecosystems.

Range Use Administration

BLM issues about 28,200 grazing bills annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that utilize about 164 million acres of Public Land for all or part of their yearly forage requirement. Range use administration and supervision receive emphasis to ensure that grazing is managed to achieve both upland and riparian area objectives and that the terms and conditions of permits and leases are met. Range use administration consumes about one-third of the staff resources of the rangeland management program, or approximately 280 FTE.

Management and Adjustment

Implementation of land use plan decisions within the rangeland management program is achieved principally through the preparation and imple-

mentation of activity plans. These activity plans specify resource objectives for the rangeland ecosystems, management prescriptions, and range improvement projects or treatments needed to achieve planning objectives.

Activity plans are designed to manage the use of vegetation resources for the sustained yield of forage plants, protection or enhancement of riparian ecosystems, other unique plant communities, and watershed values, as well as for other resource objectives. The development and implementation of management prescriptions for a specific area are prerequisites to success in achieving long-term objectives on the entire ecosystem. All activity plans are monitored to analyze changes in rangeland condition and to determine if resource objectives are being met.

Monitoring data and subsequent evaluation processes are used to determine the need for grazing use adjustments to meet resource objectives. Adjustments are made by agreement with the livestock operator, or if necessary, by BLM decision in consultation with the livestock user and other affected interests.

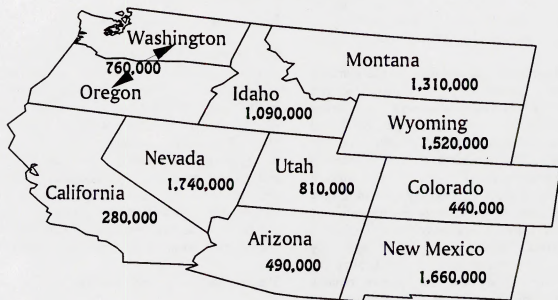
Rangeland Improvement Efforts

Improvement of the public rangelands is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Structural improvements and land treatments are used to improve both upland range and riparian conditions on those areas where the investments will yield the highest returns.

Language included in the 1993 Interior Appropriations Act directed that all project planning costs for range improvements be funded by the Rangeland Management subactivity. This budget estimate assumes this policy will continue in the 1994 program. The BLM will devote approximately \$2,100,000 to project planning for rangeland improvement projects from this subactivity in 1994.

Specific investments to improve riparian areas, especially where multiple-use benefits are high, will receive priority ranking for use of Rangeland

Livestock Use in 1992



Use shown in animal unit months (AUMs) and includes use by cattle, sheep, and horses. BLM lands only.

Management funds and Range Improvement appropriations for project development and construction. Rangeland improvement projects such as fencing, off-site water developments, and vegetation improvements that enhance grazing opportunities, and also other resource values such as riparian, wildlife habitat and recreational opportunities will be funded primarily from the "Range Improvements" appropriation.

The rangeland improvement policy encourages private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and shifts project maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements such as reservoirs and water developments requiring specialized equipment. The BLM has reduced expenditures by a policy of not developing new improvements that are extremely costly. Instead, the BLM relies on either the existing improvements or the implementation of new management practices to maintain rangeland conditions.

Noxious weed infestations pose health hazards to grazing animals and threaten the productivity of rangelands and adjacent agricultural lands and occur on many Public Land areas throughout the western United States. Many infestations are rapidly expanding and if not treated threaten the productivity of rangelands. As a consequence of their impact to an area, infestations are targeted for control efforts. Cooperative weed control efforts exist among the BLM and other Federal, State, and county agencies. To more accurately reflect workload accomplishments, the data on the workload accomplishments table has been modified from prior years to show acres treated in place of the number of sites treated.

Shrub Research and Greenstripping

In concert with the BLM's fire management and wildlife habitat and fisheries management programs, studies have been underway to determine what plants and planting methods are available to

re-establish forage and cover successfully on disturbed rangelands. Shrub research studies are ongoing, as are studies to identify forbs and grasses which retain their succulence into the summer, thus providing both a perennial vegetation cover and a natural barrier that will slow down and/or stop the spread of range fires (greenstripping).

Cooperative/Partnership Efforts

The BLM actively encourages voluntary contributions of services, material, labor, and other expertise from conservation organizations, ranchers, user groups, and individuals to aid in the management, operation and maintenance of the rangeland resources. BLM uses volunteers to expand the BLM's capability for rangeland resource protection and increase public involvement in management of our Public Land. Volunteer support is used for the construction and maintenance of range improvements (such as fences, water developments and retention structures), the restoration of riparian zones, and many other projects.

♦1994 Program Increase♦

Table XXXIII Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	47,441	+5,400
FTE	855	+44

The 1994 Budget Request is \$47,441,000 and 855 FTE, a program increase of \$5,400,000 and 44 FTE. The increase consists of the following program changes:

- *Riparian Management*: +\$2,400,000 (+17 FTE).

This increase will bring the rangeland management portion of the riparian effort to \$6,100,000 (including \$900,000 from the Range Improvements Appropriation) and will be used to accelerate riparian management activities. This will bring the BLM total for riparian management to \$19,000,000 (spread among 3 primary programs).

Table XXXIV 1994 Riparian Increases (\$ 000s).

Program	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
Rangeland Mgmt.	3,700	6,100	+2,400
Soil, Water, & Air Mgmt.	4,000	5,300	+1,300
Wildlife Habitat & Fisheries Mgmt.	4,300	7,600	+3,300
Total	12,000	19,000	+7,000

This request is included in individual program requests, and is summarized in Table XXXIV.

The BLM's riparian effort is a part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative. The majority of this increase will be used for project type work, most of which will be done under contract. Project work will include fences, water developments, prescribed burning, and vegetative improvements. A portion of the increase will be utilized to conduct inventory related work and to prepare and revise existing activity plans to incorporate riparian management objectives. An additional 150 projects will be developed, 40 projects will be maintained, and 20 activity plans will be prepared or revised with this program increase. This additional work will result in an improvement in riparian-wetlands conditions.

- *Columbia/Snake River Basin Anadromous Fish Management*: +\$2,000,000 (+11 FTE).

This increase is part of the multi-program management efforts associated with implementation of the Columbia and Snake River Basin Anadromous Fish Management Plan, and is a part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative.

The majority of the increase is for on-the-ground project work including weed control, range restoration projects, and livestock management facilities. The increase will allow 65 new projects to be developed and 20 projects to be maintained, bringing the BLM wide total project development to 325 and the project maintenance to 300. A portion of the funds will be utilized to revise existing activity plans and to prepare new plans which incorporate anadromous fish habitat needs. For activity plans, an additional 35 will be prepared or revised, bringing the Bureau-wide total to 225. In addition, 2,000 acres of noxious weed control and undesirable vegetation treatment will be completed, bringing the total Bureau-wide treatment effort to 14,500 acres.

Table XXXV 1994 Columbia-Snake River Basin Package Increases (\$ 000s).

Program	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
Forest Mgmt.	250	550	+300
Rangeland Mgmt.	1,191	3,191	+2,000
Soil, Water & Air Mgmt.	0	300	+300
Wildlife Habitat & Fisheries Mgmt.	2,237	5,537	+3,300
Total	3,678	9,578	+5,900

- *Rangeland Monitoring:* +\$1,000,000; (+16 FTE)

The BLM's monitoring program was identified as a material weakness in 1992. Many high priority allotments were not being adequately monitored and as a result, many grazing decisions were being delayed. This increase will allow monitoring activities to be expanded. Additional monitoring will provide the resource data necessary to prepare and evaluate activity plans and to issue subsequent management decisions. An additional 675 allotments above the 1993 level will be monitored for a total of 5,875 allotments monitored. Completing additional monitoring studies, along with the timely evaluation and issuance of grazing decisions, will enhance conditions and prevent the loss or damage of significant natural, biological, cultural and historic resources.

Table XXXVI Rangeland Management Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Leases/permits administered (#issued)	28,200	28,200	28,200	0
Data Collection or Allotments monitored (# allotments)	5,200	5,200	5,200	+675
Inventory (000's acres)	2,000	2,000	2,000	0
Activity Plans (# prepared or revised)	140	170	225	+55 ¹
Projects Developed (#)	440	110	325	+215 ¹
Projects Maintained (#)	275	240	300	+60 ¹
Weed Treatment (acres)	11,250	12,500	14,500	+2,000 ¹

¹ Increases are a result of additional efforts in special riparian areas and from the Columbia-Snake River Basin increase.

Justification of Program and Performance

Activity: Renewable Resources Management

Subactivity: Soil, Water, and Air Management

Table XXXVII Subactivity Summary (\$ 000s).

	1993 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	19,592	-71	+600	20,121	+529
FTE	270	-9	+12	273	+3

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701, 1711), provides for the management of the Public Land in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis, and compliance with applicable State and Federal air and water pollution control laws.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908), provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends on public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315), provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

The Clean Water Act, as amended by the Water Quality Act of 1987 (33 U.S.C. 404), requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

The Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201), amends §2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.

The Colorado River Basin Salinity Control Act Amendment of 1984 (43 U.S.C. 1593), amends §203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.

The National Dam Inspection Act of 1972 (33 U.S.C. 467), requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection, regulation and coordination of responsibilities

assumed by Federal agencies. BLM is responsible for collecting data on dams of 25 feet or more in height which impound 50 acre-feet of water or more on the Public Land.

The Soil and Water Resources Conservation Act of 1977 (16 U.S.C. 2001), provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.

The Clean Air Act of 1990 as amended (42 U.S.C. 7401-7642), requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 F.R. 26951), provides for the restoration and preservation of natural and beneficial floodplain values on the Public Land.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 F.R. 26961), requires Federal agencies to take action to minimize the destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978 (43 F.R. 47707), sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

◆Objectives◆

The major objectives of the soil, water, and air management program are as follows:

Resource Assessment

- schedule and conduct soil surveys to provide baseline data which are incorporated into land use plans, activity plans, environmental assessments, decision documents, and ecosystem monitoring.

- complete the identification of water sources on the Public Land and maintain documentation and quantification for ecosystem uses;

- participate in the Colorado River Salinity Control efforts and implement specific on-the-ground practices to reduce salinity;

- participate in the National Global Climate Change focused research program;

- monitor Public Land watersheds and airsheds to determine the effectiveness of BLM management programs and assure compliance with air and water quality standards and regulations;

- provide soil, water, climate and air quality information, interpretation and technical assistance for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness, recreation, rangeland and ecosystem management;

Watershed Management

- prepare management plans to identify actions needed to implement land use decisions relating to watershed values. Priority is given to restoring watershed areas not meeting riparian-wetland management objectives, and meeting State water quality requirements;

- participate in multi-disciplinary approaches for achieving healthy, productive wetland-riparian ecosystem conditions for maximum long-term benefits;

- evaluate the technical and economic feasibility of alternative watershed practices and Best Management Practices (BMPs) in order to select the most cost effective method to achieve acceptable watershed ecological conditions;

- implement and maintain watershed improvements designed to minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage to

improve Public Land watershed conditions including riparian/wetland ecosystems; and

- provide for the legal and physical availability of water to meet multiple-use needs by filing for water rights in compliance with State law.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the Soil, Water and Air program is \$19,592,000 and 270 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$71,000 and 9 FTE from the 1993 enacted level, providing a 1994 continuing funding level of \$19,521,000 and 261 FTE.

The program provides for the protection of watershed values and soils on the Public Land, reduces salinity and runoff from the Public Land to protect water quality, provides a part of the BLM comprehensive "Riparian-Wetlands" initiative, and also provides basic data and technical information for Public Land soil, water and air resources. Included within the program are BLM's efforts in the Global Climate Change Focused Research Program. The major components of the program are described below.

Resource Assessment

Resource assessment includes monitoring efforts to determine the effectiveness of BLM management programs. This includes monitoring of riparian-wetland ecosystems, watersheds and airsheds to determine if management actions and investments are achieving intended objectives while meeting required water and air quality standards. Soil, water and climate monitoring and data are coordinated to support various BLM programs. These activities provide support to *Recreation 2000*, *Fish and Wildlife 2000*, *Range of Our Vision*, and the *Riparian-Wetland Initiative for the '90's*.

Interpretation and application of climate and air data is used to support operational activities such as grazing management, prescribed burning,

smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management and regulatory compliance.

Interpretation of soil survey data is necessary for input to all resource planning and management activities. Examples of some types of technical soils interpretations include determinations of the lands productivity, susceptibility to erosion, as well as capability for rehabilitation following soil disturbing activities such as mining, recreational uses, and timber sale activities. Soil survey work done in combination with vegetation analysis forms an ecological site inventory which is the basis for identifying desired plant communities. All monitoring which relates to ecosystem production capability or change is dependent upon quality ecological site inventories.

Watershed inventories are conducted to provide information on soil erosion, sedimentation, water quality and quantity, and riparian conditions. Soil surveys, which assess the productive capability of the land and provide interpretations of soil productivity are also conducted.

In response to water rights adjudications in various western States, BLM quantifies and identifies consumptive and instream flow water uses associated with Public Land management. In the continuing 1994 program, 10,600 water sources will be quantified to meet scheduled State adjudications. BLM efforts are directed toward using water source quantification data along with other previously collected information to file water rights claims in compliance with State law or quantifying Federal beneficial uses associated with reserved rights.

Within the air portion of the program, BLM operates monitoring stations which provide data on climatic conditions and air quality for BLM planning and environmental impact statement efforts.

Watershed monitoring is conducted to document changes in soil erosion, sedimentation, water quality, water quantity and riparian-wetland ecological condition. The data are used to determine whether specific soil and water management objectives are being achieved and to assess compliance with legal standards.

Global Climate Change Research

BLM conducts research and monitoring studies to: (1) determine the sensitivity and response of ecosystems and ecological processes on the Public Land to existing climate and other environmental factors at the local, landscape and regional level, (2) determine and assess how future climate change and other environmental factors may effect the structure, function, species composition, diversity and long-term viability of the Public Land, and (3) assess implications for future management of natural resources on the Public Land to sustain multiple-use productivity, ecosystem health and diversity.

This research initiative is conducted as a part of the overall United States Global Change Focused Research Program, over the time period of 1991-1997, coordinated by the Committee on Earth Sciences. The research planned by BLM in 1994 is a continuation of the studies initiated in 1991. Several projects are conducted in coordination with other Federal agencies and academic institutions. BLM's research and monitoring efforts have become international in scope with the establishment of a significant cooperative ecosystems study effort with the Russian Republic of the former Soviet Union. This project establishes paired ecosystem studies in Russia and the United States and is being conducted in cooperation with the World Laboratory-Russia Branch, and the Russian Ministry of Ecological and Natural Resources.

The BLM's 1994 program includes 5 research projects and the paired ecosystem study project with the Russian Republic as explained above. The work includes: study of the effects of past and present climate on the ecology and hydrology of desert riparian areas in the San Pedro River

watershed; the effects of climate changes on perennial desert plant species, sand dune formation following mesquite invasion, and effects of livestock grazing and climate change on semi-desert grasslands in New Mexico; the effects of climate change on vegetation diversity on deteriorated rangelands in the Great Basin and Columbia plateau; baseline condition and trend in intermountain wilderness area ecosystems; and, data management activities. Approximately, \$1,160,000 will be devoted to the global climate change research program in 1994, about the same as in 1993.

Watershed Management

Watershed planning, development, and maintenance provide for stabilizing soils, reducing salt loads going into rivers and streams, improving watershed ecological conditions, augmenting water supplies, and reducing flood and sediment damage. Implementation of management techniques including treatments or development projects improve water quality, protect or improve riparian-wetland ecosystems, reduce soil loss and erosion through placement of retention structures, and protect public health and safety. The 1994 continuing program emphasizes maintenance of 237 existing projects to maintain their effectiveness, correct unsafe or deteriorating watershed conditions, and protect human safety and property, and provides for construction of 300 new watershed improvement projects.

BLM plans to continue to inspect and evaluate 102 dam structures on the Public Land to ensure that they are safe and that no potential exists to endanger life or property.

Following the completion of resource management plans, watershed management plans are developed which identify specific watershed and riparian area management objectives. A "holistic" watershed approach is used. Uplands and riparian-wetlands are addressed in a comprehensive fashion and alternatives are evaluated to determine the most cost effective combination of management techniques and improvements. In

1994, at the continuing level, BLM plans to prepare or revise 66 watershed management plans.

The watershed program plays a critical role in maintaining biological diversity on the Public Land. Biological diversity is a concept of management that considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from these natural communities.

Salinity Control

In 1994, \$800,000 is planned to be used for reducing non-point source discharges (e.g., salinity) from the Public Land in compliance with the requirements of §319 of the Water Quality Act of 1987 and State non-point source management programs. In particular, the BLM is engaged in an interagency effort to reduce saline runoff and overall salinity in the Colorado River. Through management planning, project development, and monitoring, the BLM is participating in efforts to mitigate municipal, agricultural, and industrial damage resulting from increased salinity levels in the Colorado River from non-point sources.

Riparian-Wetland Management Strategy

The BLM has developed the *Riparian-Wetland Initiative* for the 90's which is a strategic plan that provides the framework to implement Presidential and Departmental initiatives for the management and restoration of approximately 24 million acres of Public Land riparian-wetland areas. Of the total, wetlands comprise about 17 million acres and riparian areas are approximately 7 million acres. This initiative identifies 4 general

riparian goals and incorporates actions to implement *Waterfowl Habitat Management on Public Lands, A Strategy for the Future*, and the objectives in *Fish and Wildlife 2000*, *Recreation 2000*, and *Range of Our Vision* strategic plans to ensure a coordinated and unified approach to managing these valuable riparian-wetland areas.

Over the past years, BLM has focused increasing attention on improving watershed condition, particularly in riparian-wetland areas. Riparian areas represent less than one percent of the Public Land but have economic and ecological significance far greater than their small acreage would imply. Riparian-Wetland zones are among the most productive, biologically diverse ecosystems on the Public Land. These areas are critical to the survival of a wide variety of plants and animals, providing important fish and wildlife habitat. They filter harmful sediments and pollutants from the water, thereby affording protection for drinking water supplies. They act as natural sponges by absorbing rainwater, storing and then slowly releasing it for municipal and agricultural uses. They capture flood waters, protecting downstream farm lands and urban areas from damage. Because of their biologic diversity, riparian-wetland areas provide for a variety of recreation opportunities and contribute to the beauty and diversity of the landscape.

The program provides for riparian-wetland technical assistance in such areas as hydrology, stream dynamics and channel functions, geomorphic processes, ground and surface water interaction and wetlands delineation. Water resource expertise is also provided through coordination with the States in preparing and carrying out water resource and water quality programs. Some project work related to improving the structure of streams and watersheds to provide greater riparian benefits are also undertaken.

♦ 1994 Program Increase ♦

Table XXXIX 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	20,121	+600
FTE	273	+12

The 1994 Budget Request is \$20,121,000 and 273 FTE, a program increase of \$600,000 and 12 FTE. The increase consists of the following program changes:

Riparian Management: +\$1,300,000; (+8 FTE)

An increase of \$1,300,000 and 8 FTE is requested to accelerate the BLMs riparian-wetlands initiative. This would bring the BLM total for riparian management to \$19,000,000 (spread among 3 primary programs) in a major effort to meet the Bureau's goal of 75 percent of all riparian areas in proper functioning condition by 1997. This

Table XXXVIII 1994 Riparian Increases (\$ 000s).

Program	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
Rangeland Mgmt.	3,700	6,100	+2,400
Soil, Water, & Air Mgmt.	4,000	5,300	+1,300
Wildlife Habitat & Fisheries Mgmt	4,300	7,600	+3,300
Total	12,000	19,000	+7,000

request is included in individual program requests, and summarized in Table XXXVIII.

The majority of these funds are for project type work, a large portion of which could be done under contract and/or in partnership with outside groups in support of the President's Investments program. Also includes development or restoration of ponds for waterfowl habitat in concert with the *North American Waterfowl Plan*. The total effort is part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative.

The program increase will provide for an additional 20 watershed improvement projects and maintenance of an additional 30 projects. Project development and maintenance will improve riparian conditions and enhance efforts to restore riparian habitats to proper functioning condition. In addition, implementation of project work would contribute to economic stimulus efforts.

Columbia/Snake River Basin Anadromous Fish Management: +\$300,000; (+4 FTE)

An increase of \$300,000 and 4 FTE is requested for project work associated with implementation of the *Columbia and Snake River Basin Anadromous Fish Management Plan*. The total effort is part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative, and contributes to meeting BLM's commitments resulting from the Salmon Summit. Much of this increase is for project work, a large portion of which could be done under contract. A portion of this funding will also be used to secure water rights to protect these projects and support resource management efforts through the ongoing Snake River water adjudication.

BLM is using an ecosystem management approach to resolve issues and conflicts related to T/E species and development in the Pacific Northwest. Management actions are part of a multi-program multi-agency partnership effort which will include early public and user group involvement. This increase is part of an multi-program

coordinated program package of \$5,900,000 spread among Soil, Water, and Air Management; Rangeland Management; Wildlife Management, and Forest Management programs.

The program increase will provide for an additional 5 watershed improvement projects and maintenance of an additional 7 projects. Project development and maintenance will improve watershed conditions and enhance efforts to restore salmon habitat in the Pacific Northwest. In addition, implementation of project work would contribute to economic stimulus efforts.

Soil Surveys: -\$1,000,000.

Soil survey work has been ongoing since the mid-1970's. The BLM is re-examining the need for certain inventories and reassessing timeframes for conducting soil survey work, looking towards more efficient and economical methods for acquiring any additional basic soils information still needed to make management decisions. This reduction will totally eliminate the 2.36 million acres of soil surveys currently being conducted under the Interagency Agreements with the Soil Conservation Service (SCS). Any site specific soils information needs will be handled in house on an as needed basis.

Table XL Soil, Water, & Air Program Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Soil Survey (000 acres)	2,360	2,360	0	-2,360
Water Sources Quantified (#)	10,400	10,600	10,600	0
Watershed Improvements (#)	275	300	325	+25
Project Maintenance (#)	173	200	237	+37
Dam Safety Projects (#)	102	102	102	0
Global Climate Change Research (# of sites)	6	6	6	0

Increased watershed improvements and project maintenance related to riparian and Columbia-Snake River Basin Anadromous Fish Plan multi-program initiatives.

Justification of Program and Performance

Activity: Renewable Resources Management

Subactivity: Wildlife Habitat and Fisheries Management

Table XLI Subactivity Summary (\$ 000s).

	1993 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	36,565	-359	+15,350	51,556	+14,991
FTE	580	-20	+75	635	+55

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies fish and wildlife development and utilization as a major use of the Public Land; directs that the Public Land be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of Public Land resources on a continuing basis.

The Migratory Bird Conservation Act of 1929, as amended (16 U.S.C. 715) and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

The Endangered Species Act of 1973, as amended (ESA) (16 U.S.C. 1531 et seq.) directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and help bring about their recovery.

The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.) provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315) provides for wildlife management on Public Lands.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.

The Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201 et seq.) provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the special designation of certain Public Land in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Land by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 FR. 26951) provides for the restoration and preservation of national and beneficial floodplain values on the Public Lands.

Executive Order 11990, *Protection of Wetlands*, May 25, 1977 (42 FR. 26961) directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

❖ Objectives ❖

The principal objective of the Wildlife Habitat and Fisheries Management program is to implement the various aspects of BLM's strategic plan entitled *Fish and Wildlife 2000*. This plan outlines an array of strategies that would enhance BLM's ability to implement ecosystem management and to more effectively address biodiversity principles in natural resources management.

Within the framework of the *Fish and Wildlife 2000* strategy, this program's objectives are as follows:

Wildlife Habitat Management

- ensure optimum populations and a natural abundance and diversity of wildlife resources on the Public Land as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife habitat conditions;
- ensure that big game/upland game species on the Public Land are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people;
- help perpetuate a diversity and abundance of waterfowl by managing the wetlands and other important waterfowl habitats on the Public Land appropriately and by enhancing their conditions;
- provide suitable habitat conditions for birds of prey on the Public Land through the conservation and management of essential habitat components;

Riparian/Wetlands Improvement

- manage riparian-wetland areas and associated uplands to achieve a healthy and productive condition for long-term benefits and values, in concert with the rangeland and watershed management programs;

Fisheries and Fish Habitat Management

- maintain or enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainages;
- manage habitat for resident fish species that spend all or part of their life cycles on the Public Land and that are of high economic, social, or scientific value to local communities and the Nation;

- enhance conservation programs and habitat management for special status fish species;

- improve the quality and quantity of recreational fisheries on the Public Land in a manner consistent with conservation ethics and resource capability;

Threatened and Endangered Species Management

- increase populations of Threatened and Endangered (T/E) plants, fish and wildlife on Public Land, and restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with other Federal and State wildlife agencies;
- manage the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal Governments; and
- conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems.

◆1994 Core Program Activity◆

The 1993 Enacted Funding Level for the wildlife habitat and fisheries management program is \$36,565,000 and 580 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$359,000 and 20 FTE from the 1993 Enacted level, providing a 1994 continuing funding level of \$36,206,000 and 560 FTE.

Wildlife Habitat and Fisheries

The more than 270 million acres of Public Land managed by BLM provides important habitats for nearly 3,000 species of wildlife and fish, and for over 1,000 federally listed threatened, endangered, or candidate plant and animal species. The Public Land is the most ecologically diverse land base managed by any Federal agency, with representative plant and animal communities found from the Arctic Ocean to the arid Southwest. It contains over 155,000 miles of fishable streams, 4 million acres of lakes, and nearly 24 million acres of riparian-wetlands. Over 8.4 million hunting days and 4.8 million fishing days are expended annually, while an estimated 3 million visitor days are spent pursuing wildlife related activities such as birdwatching, photography and wildlife viewing, on the Public Land.

The wildlife habitat and fisheries program helps the BLM maintain biological diversity on the Public Land. Managing for biological diversity must consider the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from these natural communities.

This description of the core program activity provides a general insight into a few of the more important/visible fish and wildlife species or groups of species which inhabit the Public Land, and the workload associated with BLM's wildlife habitat and fisheries management program. Certain functions (such as challenge cost-share, volunteers, and educational efforts) provide program-wide benefits and additional management capabilities that are used throughout the program.

Improved Management through Partnerships and Volunteers

The BLM continues to emphasize partnership arrangements to assist in management of wildlife, riparian, fisheries and special status plant resources and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in its management efforts. Partnership arrangements have been a key part of our successful implementation of *Fish and Wildlife 2000*. For example, the BLM has had successful partnership arrangements with State, local and Federal agencies, sportsmen's groups, conservation organizations, livestock and timber producers and recreation groups. Examples of these are listed below:

- *Challenge Cost Share.* Within the continuing level of funding for 1994, a minimum of \$3,200,000 would be available specifically for challenge cost share projects which, when used in conjunction with the offered non-Federal funding, would provide for developments and management practices worth an estimated \$8,000,000. Typical work that is funded under challenge cost share includes fisheries improvement projects (fencing, stream structures, off-site water development, seedling establishment), big game habitat improvements (vegetation treatments, fence modifications, seedlings), animal introductions onto Public Land via cooperative arrangements with the States, new water developments, public outreach/education efforts, studies, research efforts, and habitat inventories. In 1992, the BLM completed over 330 projects

that involved approximately 100 different organizations, many of which participated in several projects.

- **Volunteers.** The Wildlife program provides funding support for wildlife-related volunteer activities. Volunteers are used extensively to perform a variety of tasks including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, access facilities, signs, and stream structures) which benefit wildlife, fisheries, and special status plant habitat improvement efforts. In 1992, volunteers contributed over 61 work years of time in support of the program.

- **Environmental and Resource Education.** BLM staff provide hundreds of guest lectures, field trips and workshops each year to students of all ages. They participate in a variety of environmental education programs such as "National Wildlife Week," "National Fishing Week," "Pathways To Fishing" and "Hooked On Fishing Not On Drugs." These programs help young people and the general public gain a greater appreciation of the natural diversity of the Public Land, its importance to the natural ecosystem, and the need to protect and have wise use of the Public Land and its resources. This program provides active support for many environmental and resource education activities at the BLM. Often, these efforts are done in cooperation with other programs such as recreation resources, wilderness, rangeland, and watershed management.

Two other growing initiatives that provide educational opportunities to the public include the "Watchable Wildlife" and "Animal Inn" programs. Watchable Wildlife provides opportunities through viewing guides and viewing areas for the American public to view and enjoy wildlife. Animal Inn is a nationwide initiative to educate the public about the importance of dead and fallen trees to fish and wildlife. BLM has been a cooperator in the development of informational and educational materials for both of these programs and is in the process of designating a system of "Wildlife Viewing Areas" in cooperation

with State and local governments. In addition to locally developed and sponsored projects, many BLM personnel are certified instructors for nationally recognized resource education programs such as "Project Wild," "Project Learning Tree," and "Hunter Safety."

- **Sikes Act Program.** The Sikes Act Stamp program is fully operational in New Mexico. This is a cooperative partnership effort with the New Mexico Fish and Game Department, which provides funding for the improvement of habitat conditions on the Public Land from the sale of hunting stamps. In 1994, this program will provide funding for 305,000 acres of inventory, 54 habitat improvement projects and maintenance of 125 existing projects.

- **Habitat Management Plan (HMP) Showcase Areas.** In 1990, the BLM initiated a program to highlight at least one HMP showcase area in each BLM state. In 1994 BLM will continue implementation of these HMP showcases which provide examples of the effective management of fish and wildlife habitats on the Public Land. These areas are used by BLM as environmental education sites to demonstrate and teach habitat management concepts and techniques to various cooperator groups, students of all ages, interest groups, and local officials. The entire spectrum of program activities is reflected in these areas, but special attention is being given to highlight management goals and accomplishments in program priority areas such as riparian-wetland, fisheries, and special status species management.

General Wildlife Habitat Management

Under general wildlife habitat management, BLM manages the Public Land in a manner that provides habitat for big game, small game, raptors, waterfowl, nongame animals, and furbearers as part of the multiple-use mix of Public Land management. Several of BLM's special initiatives include:

- **Desert Bighorn Sheep.** BLM administers 9 million acres (about 80 percent) of the habitat for this

species in about 115 target areas. Approximately 10,000 desert bighorns occupy these lands. BLM has initiated a program of inventory, monitoring, habitat management planning and improvement in a 6-state area where this species lives. In 1992, BLM cooperated with State wildlife agencies to reintroduce bighorn into four new areas, and augment 3 additional herds. Since implementation of the rangewide plan, 42 new herds have been established by transplants, and 29 additional herds have been augmented by transplants. In 1994, the BLM will continue to implement its long-term management plan.

- *Deer/Elk and Other Big Game Species.* The BLM manages over 206 million acres of big game habitat and includes all the major big game species of North America (e.g., deer, antelope, elk, moose, and caribou). One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on Public Land (due principally to wildfires) and on private land as a result of land use changes such as development. An interdisciplinary team is completing a national strategy plan for managing the habitat for these species. The plan is scheduled for completion in early 1993.

In 1988, BLM began an effort to re-establish shrubs and other forage plants critical to deer winter ranges and other habitats which were destroyed by wildfires. This effort includes research on palatable shrub species and methods of successfully seeding these species in semi-arid areas. The research findings are being utilized to provide additional forage and cover on less than good condition winter ranges.

In close association with the BLM wildlife habitat management and rangeland management programs, BLM's Fire Management Subactivity funds the establishment of greenstrips that will reduce the destructive force of future fires. In 1994, the efforts will continue, and these same techniques will be utilized to restore ranges that have been negatively influenced by natural plant succession as well as man-caused disturbances. BLM is also working on an internal program effort between

the Wildlife Habitat and Fisheries Management and the Rangeland Management programs to reduce game/livestock conflicts.

- *Waterfowl.* The Public Land contains approximately 17 million acres of wetlands which are essential to continental populations of migratory waterfowl and shorebirds. In 1988, a strategic plan was developed which outlines BLM's role in implementing the North American Waterfowl Management Plan (NAWMP). A total of 229 waterfowl habitat management areas occur on BLM lands, of which 52 are identified as major areas of concern in the NAWMP. Over 60 of the 229 waterfowl areas have had HMPs prepared. There are many opportunities to continue habitat management efforts in joint venture areas in the Prairie Pothole Region, the Central Valley area in California, in areas of Alaska, and on other key waterfowl areas.

- *Upland Game Birds.* About 90 percent of the Public Land (236 million acres) provides upland game bird habitat for 23 species including the western sage grouse, 3 species of forest grouse, quail, ptarmigan, dove, and wild turkey. BLM lands are critical to the health and well-being of the majority of these species and will be especially important in the eventual recovery of the endangered masked bobwhite quail. While most populations of upland game birds are healthy, two species are of special concern. Both the Columbian sharp-tailed grouse and the western sage grouse have experienced declining populations over the past several years. As historic habitat declines on private lands, Public Land plays an increasingly important role for these two species of upland game birds.

Over the past several years, BLM has prepared 75 HMPs for upland game species. Implementation of these plans has included development of water facilities, vegetation plantings, improved grazing management and transplants. In 1992, BLM completed a strategic plan to address the needs and priorities for upland game species on all BLM managed lands. During 1994, BLM plans to continue implementing the highest priority work

identified in the strategic plan and existing site-specific HMPs.

- **Raptors.** A total of 223 key raptor habitat management areas (encompassing 23.5 million acres) have been identified on the Public Land. Key raptor habitat areas include crucial nesting, feeding, and overwintering and resting habitat for migrating birds, and vary in size from 150 acres to 500,000 acres. The world renowned, BLM-managed Snake River Birds of Prey Natural Area near Boise, Idaho, contains the highest density of nesting raptors in North America. Other examples of important habitat areas include the Carrizo Plain in California, the Colville River in Alaska, the San Pedro and Aravaipa Rivers in Arizona, and the lower Klamath River in Oregon and California. BLM's Raptor Research and Technical Assistance Center serves as a national center of focused research and technical assistance for management of birds of prey. Intensive management on the most critical and nationally recognized raptor habitats is continued in the 1994 program.

Fisheries Habitat Management

The streams, rivers, springs, lakes, and reservoirs on the Public Land provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities.

In January 1989, the BLM completed a national strategy plan entitled "*Fisheries Habitat Management on Public Lands*." This plan identified 43 recommendations that require implementation to achieve an active, goal-oriented, fisheries program. Although full implementation of this plan will occur over a number of years, the Base funding level provides for the highest priority recommendations to be implemented.

- **Resident Fisheries.** Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 155,000 miles of stream, 192,000 acres of reservoirs, and 4 million acres of lakes. In 1992, BLM joined together with the U.S. Forest Service and the Fish and Wildlife Service to start the inter-agency resident fisheries habitat restoration initiative. The goal of this initiative is to restore the health of entire riverine systems and their native fish species. This effort helps implement *Fish and Wildlife 2000* and the *Riparian-Wetland Initiative for the 1990's*.

- **Anadromous Fisheries.** Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on the Public Land in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish that spawn in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at \$40,000,000. In addition, over 1,500,000 days of recreational fishing produce approximately \$24,000,000 in economic benefits to local communities.

In 1988, strategies were developed for achieving the anadromous fish goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluating 3,480 miles of streams; improving 464 stream miles through various land management practices in order to increase production of salmon and steelhead by 172,000 fish annually; preparing 15 cooperative habitat management plans, and monitoring of high priority habitats.

In 1992, BLM started receiving additional funds for anadromous fish habitat work on Public Land in Oregon, Washington, and Idaho to support the Pacific Northwest Salmon Summit objectives and recommendations. This funding has enabled the BLM to begin implementing those priority actions associated with the Columbia and Snake River Basin Anadromous Fish management Plan. In 1994, BLM proposes to significantly expand its

efforts to implement improvement objectives in the Columbia and Snake River basins (see program increases).

Riparian-Wetland Management

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the Public Land. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well. BLM has made improvement of riparian-wetlands a high management priority. In 1990, BLM completed its first riparian-wetlands initiative plan which outlines goals and objectives for improving these valuable resources over the next decade. The plan places increased emphasis on maintaining and improving riparian-wetland habitats through a coordinated approach which involves a variety of disciplines and user groups. At the continuing level of funding, approximately \$4,300,000 will be devoted to riparian/wetland management activities from the Wildlife Habitat Management Subactivity funds. Specific areas of significance where emphasis will continue in the Base program include the San Pedro and Gila Box Riparian National Conservation Areas in Arizona, the Warner Wetlands in Oregon, Marys River in Nevada, and Dos Palmas in California, among others.

Over the past few years, the BLM has made significant progress toward implementation of the *Riparian-Wetland Initiative*. These accomplishments have included completing inventory of over 6.5 million acres, preparing 156 new activity plans, developing 682 improvement projects, maintaining over 500 existing projects, monitoring over 500 existing management plans, and acquisition of 21,000 acres of wetland-riparian areas through land exchanges.

Specific examples of on-the-ground accomplishments include such things as repairing water control structures at the 9,000-acre Parietta

Wash Wetland in Utah; completing construction of the Custer Reservoir Dam in Montana which contains over 1.5 miles of shoreline that have been fenced and planted with a variety of nesting and forage plants for waterfowl; creating numerous nesting islands in small ponds and reservoirs throughout Custer and Rosebud Counties in Montana; and planting over 10,000 willows for bank stabilization and wildlife cover along Cedar Creek in California. In 1994, BLM plans to significantly expand its implementation of priority tasks that have been outlined in the riparian-wetlands plan (see program increases).

Accomplishments in the Core Program

Accomplishments planned within the continuing level of general wildlife habitat and fisheries management include conducting inventories covering approximately 4.8 million acres of habitat to provide data to enable preparation of habitat development or protection objectives for priority resource management plans and more localized or site specific activity plans. Although emphasis is being placed on implementing existing HMPs, 110 new HMPs will be written or updated for the higher priority areas/species (including habitats of specially targeted wildlife, birds, and fish) during 1994.

The need for monitoring of wildlife habitat areas for multiple-use management is increasing as more land use plans and activity plans are completed. In 1994, 1,600 plans or agreements will be monitored to determine resource trends and assess progress toward meeting habitat development and protection objectives.

The wildlife program will continue to emphasize on-the-ground implementation of the *Fish and Wildlife 2000* initiatives. About 1.7 million acres of wildlife and fisheries habitat improvement projects will be developed, 90 miles of aquatic habitat improvement will be accomplished, and some 1,435 habitat improvement projects will be maintained at the continuing funding level. These accomplishments include those achieved with challenge cost-share funding as well as those

completed entirely with appropriated funds.

Threatened and Endangered (T/E) Species Management

The Endangered Species Act (ESA) of 1973, as amended, requires that BLM carry out programs for T/E species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other BLM program actions are not likely to jeopardize a species or destroy its habitat. The number of listed species inhabiting the Public Land has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1994, the Public Lands are expected to provide part or all of the habitat requirements for 220 listed T/E plant and animal species, involving about 16 million acres of habitat. To slow down the trend of the increasing number of T/E species, specific goals, objectives, and planned actions for the management of the Public Land in the future have been identified.

- *Listed species.* BLM's T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing a species and help bring about its recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions; inclusion of specific T/E objectives in recovery plans and/or HMPs; and implementation of a monitoring system to track population trends, habitat conditions and specific on-the-ground management activities.

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing certain species, such as the desert tortoise and the northern spotted owl, by utilizing a rangewide approach to habitat management. In each of the 4 States (Arizona, California, Nevada, Utah) where desert tortoises occur, rangewide habitat management plans are in place. The management strategies incorporated into the plans include categorizing habitats throughout the species'

range, monitoring key habitats, and minimizing negative impacts from other uses. The recent listing of the desert tortoise as a threatened species in the Mojave Desert places greater emphasis on implementing BLM's rangewide plan and monitoring of tortoise habitat.

The northern spotted owl was Federally listed as a threatened species effective on July 23, 1990, and as a result, BLM's management of program activities affecting the habitat of the owl have been significantly impacted. Recovery/activity plans are currently being developed in cooperation with the Fish and Wildlife Service and other participating agencies. Additional inventory, monitoring, and habitat improvement projects will be required to recover owl populations to a secure level.

- *Candidate species.* At least 1,200 plant and animal species that occur on the Public Land are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. In 1992, this involved over 630 plants and 570 animals including a number of rare insects and snails that are found only on the Public Land. Many species occupy vast areas of the Public Land, while others are confined to isolated springs or unique natural plant communities. The BLM's policy objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as threatened or endangered by either the State or Federal government.

- *Special Status Fisheries.* A total of 112 fish species are either Federally-listed as threatened, endangered, or are candidates for Federal listing. Most of these species occur in the Great Basin or Desert Southwest and many are found only on the Public Land. Some species, such as Lahontan cutthroat trout, ranged over broad areas and thousands of miles of streams in Nevada, California and Oregon. Other species occur in small springs with the world's population restricted to pools no more than 1 foot deep.

A strategy plan has been developed which identifies goals and objectives for managing the habitat of special status fishes. The plan identifies the following needs over the next 10 years: inventory of 5,749 miles of stream and nearly 5,000 acres of lakes and ponds, preparation of 300 activity plans, 450 habitat improvement projects, over 150 research studies, preparation of 300 monitoring plans, acquisition of critical habitat and expanded environmental education activities to increase public awareness of the importance of these species.

- *Special Status Plants.* In 1992, BLM completed a strategy plan for special status plants. The plan was designed to address long-term management goals and objectives for 720 species that are either Federally-listed as threatened or endangered, or are candidates for listing. Examples of planned actions that have been identified include: complete inventories on 143 million acres to determine locations, abundance, and threats to populations; complete nearly 460 studies on specific plant populations to define biological and ecological needs and to develop actions that will be required to recover species to stable population levels; prepare about 500 activity plans; construct some 250 projects for plant species protection; acquire important habitat areas; expand monitoring of known populations; and implement environmental education and awareness programs that will aid in the protection and recovery of species that are especially vulnerable to man's activities.

- *Special Habitats.* The Public Land encompasses a large array of habitats, plant communities and ecosystems, many of which are rare and/or vulnerable. Under objectives specified in *Fish and Wildlife 2000* and the Special Status Plants Strategy Plan, BLM will identify and monitor such habitats (e.g., plant communities/ecosystems) and implement management decisions to ensure the maintenance of the habitat's unique characteristics. These actions, in combination with other habitat management actions, will help ensure maintenance of biological diversity on the Public Land, as well as the continued presence of rare

or vulnerable plant and animal species habitats.

Accomplishments in the Core Program

The continuing program for 1994 will provide for evaluating some 1.6 million acres of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs. In addition, BLM will be monitoring 510 HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats.

In 1994, BLM will be involved in preparing 53 recovery plans. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with specific HMPs when necessary to accomplish its portion of the recovery efforts. About 60 HMPs with a T/E emphasis will also be written or revised. BLM will continue to implement 120 existing T/E recovery and management plans for species which rely on the Public Land for habitat. The T/E Species management component of the subactivity is expected to utilize about \$12,000,000 of the 1994 ongoing level of funding.

Alaska Subsistence Hunting Management Program

The Federal land management agencies in Alaska are responsible for managing subsistence hunting as a result of the State Supreme Court's ruling that Alaska's subsistence law is unconstitutional. As a consequence, in July of 1990, the BLM became responsible for subsistence hunting management on 70 million acres of Public Land in Alaska (an area equal to the combined size of Virginia, West Virginia, Maryland and Kentucky).

In order to manage the subsistence hunting program, the BLM has undertaken tasks that were previously the responsibility of the state wildlife agency in Alaska. These responsibilities include

completing and maintaining accurate inventories of big game populations, assessing herd health and habitat conditions, working as a key cooperator on a statewide basis with other Federal and state agencies, holding local and regional public hearings, setting hunting seasons and bag limits, issuing permits to qualified residents and carrying out necessary law enforcement of the regulations on the Public Land. All of these tasks place a large amount of work and responsibility on the BLM in Alaska. At the ongoing 1994 funding level, BLM would devote \$1,000,000 from the subactivity to the Alaska subsistence hunting management program.

Table XLII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	51,556	+15,350
FTE	635	+75

◆1994 Program Increase◆

The 1994 Budget Request is \$51,556,000 and 635 FTE, a program increase of \$15,530,000 and 75 FTE. Of the total increase, \$3,000,000 will be devoted to Challenge–Cost Share work for a total 1994 Challenge–Cost Share level in the Wildlife Habitat and Fisheries Management program of \$6,200,000. The increase consists of the following program changes:

Riparian Management: +\$3,300,000; (+24 FTE)

The increase of \$3,300,000 and 24 FTE is requested as part of a multi-program package to accelerate implementation of the BLM riparian-wetlands initiative. This would bring the BLM total funding for riparian management to \$19,000,000 (spread among 3 primary programs) in a major effort to meet the Bureau's goal of 75 percent of all riparian areas in proper functioning condition by 1997. This request is included in

individual program requests, and summarized in the following table:

Table XLIII 1994 Riparian Increases (\$ 000s).

Program	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
Rangeland Mgmt.	3,700	6,100	+2,400
Soil, Water, & Air Mgmt.	4,000	5,300	+1,300
Wildlife Habitat & Fisheries Mgmt	4,300	7,600	+3,300
Total	12,000	19,000	+7,000

The total riparian increase is part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative. The majority of the Wildlife program funds are for project type work, a large portion of which could be done under contract and/or in partnership with outside groups in support of the President's Investments program. At least \$500,000 of this increase would be provided for Challenge Cost Share work.

The program increase will provide for an additional 1.7 million acres and 30 stream miles of habitat evaluation, 350,000 acres of additional habitat improvement projects, and maintenance of an additional 105 projects. Project development and maintenance will improve riparian conditions and enhance efforts to restore riparian habitats to proper functioning condition. Also includes development or restoration of ponds for waterfowl habitat in concert with the *North American Waterfowl Plan*.

*Columbia/Snake River Basin Fish
Management Plan: +\$3,300,000; (+13
FTE)*

An increase of \$3,300,000 and 13 FTE is requested a part of the multi-program package to implement the *Columbia and Snake River Basin Anadromous Fish Management Plan*, in support of the Pacific Northwest Salmon Summit agreement. This increase is also a part of the President's *Natural Resource Protection and Environmental Infrastructure* initiative and contributes to meeting BLM commitments resulting from the Salmon Summit.

BLM is using an ecosystem management approach to resolve issues and conflicts related to T/E species and development in the Pacific Northwest. Management actions will be part of a multi-program, multi-agency partnership effort which will include early public and user group involvement. Total program increases for the Columbia and Snake River Basin Fish Management Plan activities are shown in the following table:

Table XLIV Columbia-Snake River Basin Package Increases (\$ 000s).

Program	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
Forest Mgmt.	250	550	+300
Rangeland Mgmt.	1,191	3,191	+2,000
Soil, Water, & Air Mgmt.	0	300	+300
Wildlife Habitat & Fisheries Mgmt	2,237	5,537	+3,300
Total	3,678	9,578	+5,900

The majority of these funds are for construction of stream structures, fish passages and other project work, a large portion of which could be done under contract. At least \$500,000 of this increase will be devoted to Challenge-Cost Share activities. This increase would provide for an additional 300,000 acres and 240 stream miles of habitat evaluation, habitat improvements on an additional 75,000 acres and 90 stream miles of habitat, and project maintenance on an additional 15 wildlife and 15 fisheries projects. Additional accomplishments will accelerate salmon recovery efforts and enhance BLM's ability to achieve commitments agreed to at the Salmon Summit.

*Threatened and Endangered Species
Management: +\$6,000,000; (+25 FTE)*

An increase of \$6,000,000 and 25 FTE is requested for prelisting actions and implementation of Recovery Plans and other management plans to manage 220 listed species and over 1,000 candidate species of plants and animals. This increase is part of the President's *Natural Resource Protection and Environmental Infrastructure Initiative*.

Approximately \$3,000,000 of the increase will be used to address pre-listing actions to avoid the need for additional listings. If fewer species are added to the list, less effort is spent on Section 7 Consultations and more emphasis can be placed on implementing recovery actions. The remaining \$3,000,000 of this increase will be devoted to specific recovery efforts. The ecosystem management approach will be emphasized. Recovery emphasis will be placed on recently listed species including several species of plants, desert tortoise, and northern spotted owl. Of this increase, \$1,000,000 would be used for Challenge-Cost Share work in recovery plans.

The program increase will provide for an additional 3.4 million acres of habitat evaluation, an additional 87,000 acres of habitat restoration, and maintenance on 50 additional T/E habitat improvement projects. These increased accomplishments would be a major contribution

towards recovery of threatened and endangered species and also to reducing the need for additional listings. More program dollars will then be available to spend on recovery actions as the need for Section 7 Consultations is reduced.

With this program increase, BLM would devote about \$18,000,000 to the T/E management component of this subactivity in 1994.

General Habitat and Fisheries Management: +\$2,750,000; (+13 FTE)

The requested increase of \$2,750,000 and 13 FTE is directed at three elements of the general wildlife habitat and fisheries program.

First, additional funding will be directed to the effort to continue the joint BLM-Forest Service initiative to restore native fishes throughout the west. An additional 30 stream miles and 50 acres of aquatic habitat evaluation would be conducted. Specific projects for increased funds under this initiative have been identified in 21 areas in 8 states. These projects will result in the improvement of 75,000 acres and 20 stream miles of habitat improvement. Project maintenance will also be completed on 15 additional projects.

Additional funds will also be used to increase work under the "Watchable Wildlife" initiative through funding improvements to 14 Watchable Wildlife sites. Improvements include parking lots, wheelchair access, kiosks, trail construction and reconstruction, restrooms and interpretive signs. This portion of the increase would be allocated to the 11 western states for distribution to field offices to accomplish on-the-ground work based on existing strategic plans, habitat management plans and recovery plans. An additional 800,000 acres of habitat evaluation and 15 maintenance projects would also be completed.

Also included is an increase of \$750,000 for BLM's share of implementing a 5-partner fishery habitat and recreational fishing development project at Lake Havasu. This is a large Challenge Cost Share project with the majority of funds

coming from the 4 other partners including the private sector. This increase would be used to improve access in Arizona and California to the Lake for anglers (including the physically challenged), and to begin the installation of bass shelters, catfish houses and other habitat structures in Lake Havasu. These projects will result in fish habitat improvement on approximately 300 surface acres of aquatic habitat on Lake Havasu.

From this overall increase of \$2,750,000, Challenge-Cost Share efforts will be increased by \$1,000,000.

Table XLV Wildlife habitat and Fisheries Workload Accomplishments, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
General Wildlife:				
Habitat Evaluation (Inventory/Monitoring) (000 acres)	2,975	3,200	6,000	+2,800
Habitat Improvement (000 acres)	1,000	1,000	1,500	+500
Projects maintained (#)	1,024	1,000	1,200	+150
Fisheries:				
Aquatic Habitat Evaluation (miles)	1,105	1,000	1,500	+300
Aquatic Habitat Evaluation (acres)	215	225	275	+50
Aquatic Habitat Improvement (miles)	125	90	200	+110
Aquatic Habitat Improvement (acres)	2,128	1,800	2,100	+300
Project Maintenance (#)	410	385	400	+15
T/E Species:				
T/E Habitat Evaluation (000 acres)	5,326	1,000	5,000	+3,400
T/E Habitat Restored (000 acres)	76	113	200	+87
T/E project maintenance (#)	614	575	625	+50

Additional 2,800,000 acres of habitat evaluation related to increases for riparian (1,700,000), Columbia-Snake River (300,000), and "Watchable Wildlife" (800,000).

Additional 500,000 acres of habitat improvement related to increases for riparian (350,000), Columbia-Snake River (75,000), and the inter-agency resident fisheries habitat restoration initiative (75,000).

Additional 150 wildlife projects maintained related to increases for riparian (105), Columbia-Snake River (15), the inter-agency resident fisheries habitat restoration initiative (15), and "Watchable Wildlife" (15).

Additional 300 miles of stream habitat evaluation related to increases for riparian (30), Columbia-Snake River (240), and the inter-agency resident fisheries habitat restoration initiative (30).

Additional 50 acres of aquatic habitat evaluation related to increase for the inter-agency resident fisheries habitat restoration initiative.

Additional 110 miles of stream habitat improvement related to increases for Columbia-Snake River (90), and the inter-agency resident fisheries habitat restoration initiative (20).

Additional 300 acres of aquatic habitat improvement related to increase for Lake Havasu.

Additional 15 fisheries projects maintained related to increase for Columbia-Snake River.

Additional 3,400,000 acres of T/E habitat evaluation, 87,000 acres T/E habitat restoration, and 50 projects maintained all related to increase for T/E management.

Justification of Program and Performance

Activity: Renewable Resources Management Subactivity: Recreation Management

Table XLVI Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
<i>Cultural Resources Management</i>					
\$	10,704	-53	+1,000	11,651	+947
FTE	165	-6	+1	160	-5
<i>Wilderness Management</i>					
\$	11,042	-44	+2,000	12,998	+1,956
FTE	184	-6	+5	183	-1
<i>Recreation Resources Management</i>					
\$	24,976	-273	0	24,703	-273
FTE	470	-16	0	454	-16
TOTAL, Recreation Management					
\$	46,722	-370	+3,000	49,352	+2,630
FTE	819	-28	+6	797	-22

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies recreation as a major use of the Public Land, and requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain Public Land in its natural condition; and provisions made for outdoor recreation, human occupancy, and use of the Public Land;

43 U.S.C. 1711 requires preparation and maintenance of an inventory of Public Land resources on a continuing basis;

43 U.S.C. 1712 directs that areas of critical environmental concern be given priority in the inventory of Public Land, in developing and revising land use plans, and in applying special protective management; and

43 U.S.C. 1781 provides for the management of the California Desert Conservation Area and implementation of the Desert Plan.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

The Antiquities Act of 1906 (16 U.S.C. 432) provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.

The National Historic Preservation Act of 1966, as amended (16 U.S.C. 470) expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

The Archaeological Resources Protection Act of 1979, as amended (16 U.S.C. 470a, 470cc and 470ee) (ARPA) requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.

E.O. 11593 of May 13, 1971, Protection and Enhancement of the Cultural Environment (36 FR 8921) directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.

The Chacoan Culture Preservation Act of 1980 (16 U.S.C. 410) provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection

Sites," located throughout the San Juan Basin on Public, State, Indian and private lands.

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 (25 U.S.C. 3001) requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years.

Section 603 of FLPMA (43 U.S.C. 1782) requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the Public Land having wilderness characteristics, and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation.

The Wilderness Act of 1964 (16 U.S.C. 1131 et seq.) provides for the designation and preservation of wilderness areas.

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460) provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

The King Range Act of 1970, as amended (16 U.S.C. 460y) provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.

An Act to establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460ccc) provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management within the Red Rock Canyon National Conservation Area.

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, (16 U.S.C. 460uu–21) provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460xx) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241–1249) establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund.

The National Parks and Recreation Act of 1978 (16 U.S.C. 1242–1243) establishes a number of national historic trails which cross Public Land.

The Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271) provides for the development and management of certain rivers.

The Federal Cave Resource Protection Act of 1988 (16 U.S.C. 4301) provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations.

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the designation and conservation of certain Public Land in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

Cultural Resources Management

❖Objectives❖

The major objectives of this program are to:

- to support the Administration's emphasis on the enhancement and protection of natural resources and environmental values by protecting paleontological and cultural resources for scientific study and future enjoyment;
- to ensure that management of cultural resources provides the widest range of benefits and uses to the American people (including recreation, education, and scientific study), and contributes to enhancement of local economies and job opportunities;
- to facilitate public support, appreciation, and awareness of the environment, cultural, and paleontological resources through interpretive educational programs (e.g., "Heritage Education" and "Adventures in the Past" initiatives);
- to ensure opportunity for public participation in resource management decision making. Specifically, to coordinate and consult with Native Americans with respect to their cultural and religious concerns;
- to promote partnerships with State and local governments, individuals, and public and private groups, to share information, to accomplish work, to protect and study cultural and paleontological resources, and to use these resources to support children's education;
- to issue permits to conduct archaeological, historic, and paleontological investigations on Public Lands to enable sound, orderly development, and to monitor approved activities;
- to address critical issues (e.g., looting, vandalism, natural deterioration, increased visitor use, management of newly acquired lands) by

modifying and preparing activity plans, as needed;

- to enhance ecosystem management by applying BLM's unique archeological data and historical records to reconstruct how lands and resources were used in past centuries and millennia and how "natural" environments have changed through time (e.g., Project Timeline); and

- to properly manage and preserve collections (archaeological, historical, paleontological, and ethnological) removed from the Public Land, located in Federal or non-Federal repositories.

◆1994 Core Program Activity◆

The 1993 Enacted level for the cultural resource management program is \$10,704,000 and 165 FTE. As a result of uncontrollable changes, this amount is reduced by \$53,000 and 6 FTE from the 1993 Enacted level, providing a 1994 continuing program level of \$10,651,000 and 159 FTE.

The cultural resource management program involves the management of cultural and paleontological resources on BLM-administered Public Land. As the manager of the Nation's largest land estate, the BLM manages the Federal Government's largest, most varied, and scientifically most important body of cultural resources. The BLM has conducted inventory on roughly 10 million acres of the 270 million acres of Public Land in the 11 western States and Alaska, or about 3.5 percent of the total area. More than 167,000 cultural properties, i.e., archaeological and historic sites, have already been discovered through this inventory, with estimates of the total number ranging between 4 and 5 million properties. These resources span the entire period of human presence in the Western Hemisphere.

Project Timeline

Archaeological and historical records hold untapped information about thousands of years of changing human uses of the land. *Project Timeline*

is a new BLM initiative that will provide land managers information about past uses of the landscape and patterns of human induced change in the environment. A sense of time, and particularly a sense of change through time, should be an indispensable part of managing the Public Land and ecosystems. Consistent with ecosystem management, *Project Timeline's* operating premise is that a BLM manager should never be forced to make long-term land use decisions on the basis of static information (a snapshot of the present).

Project Timeline is a 10-year project to compile, format, analyze, and apply the immense body of existing archaeological and historical data from various files (site and case files, survey and land records, reports, and similar sources) maintained in the BLM's many field offices. The project will include capability to update and revise the recordation system and thus provide managers needed information to incorporate information pertinent to broad land use and ecosystem issues.

Heritage Education

The BLM supports the goal of excellence in education as a priority by helping to raise the standard of education, particularly in science, math, and history through its "Heritage Education Program".

Under a 5-year strategic plan for heritage education, BLM's goals are to use the vast archaeological and historic resources under BLM's custody to support the education of America's children, and to strengthen children's sense of personal responsibility for the stewardship of America's cultural heritage. This will be done by teaching children in both formal and informal educational settings. The strategy is intended to capture the attention of young people and then involve them in increasingly more sophisticated learning experiences as they get older.

To date, under the Heritage Education initiative, the BLM has developed an educational video featuring the Teenage Mutant Ninja Turtles along with an educational packet. Two articles have

been written for the National Science Teachers Association magazine for teachers, and a teacher internship program has begun. BLM has also developed a teacher's guide in archeology for the fourth through seventh grade.

The cultural resource management program also contributes to the President's initiative to enhance local economies and job opportunities. The "Heritage Education" and "Adventures in the Past" initiatives, respond to the growing tourism-adventure travel market by integrating public needs for outstanding wildlands and adventure travel opportunities (including archaeological, paleontological and historic sites) with the needs of local and regional economies. Intelligently interpreted and well-maintained cultural resources located in rural areas provide excellent opportunities to attract tourists and expand local economies, as well as to reduce looting of these resources that provide an economic base for local communities.

Cultural Resource Inventory and Evaluation

Several laws require BLM to locate, evaluate, and manage cultural resources to prevent or minimize unnecessary damage, and to accommodate appropriate uses by the scientific community and the general public. Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present); (2) evaluation (determining their scientific and public importance); (3) planning (determining how best to manage the resource); (4) protection (safeguarding the resource potential); and (5) utilization (authorizing or otherwise accommodating their proper use).

Within the BLM cultural resources management program, inventory refers both to compiling records of cultural resources known to occur within a defined geographic area, and to the methods used in developing the records. Inventory generally involves a process of: (1) archival research (*i.e.*, compilation and synthesis of previously recorded cultural resource data from archi-

val, library and other indirect sources); (2) field survey (*i.e.*, systematic examinations of the land surface and natural exposures of the subsurface for indications of past human activity); and (3) report preparation (*i.e.*, documentation of objectives, research design, methodology, coverage of area and results).

The BLM cultural resource inventory system includes 3 classes of inventory. Class I inventories synthesize, summarize and assess existing archaeological and historic information. Class II surveys provide information on probable density, diversity, and distribution of cultural resources within a large area through interpretation of results of intensive surveys conducted in limited portions of the target area. Class III inventories are intensive field inventories of defined areas which are completed mostly to support other program actions, such as energy development. They are funded by the benefiting program. Inventory also includes automating archaeological and historic site forms and baseline program data.

The 1988 ARPA amendments require Federal agencies to develop plans and prepare a schedule for inventorying non-project areas (*i.e.*, areas not related to proposed development actions) to locate archaeological resources that may be vulnerable to illegal excavation and artifact theft. BLM will continue to identify, schedule, and conduct inventories in the highest priority areas. At the 1994 level, BLM will conduct cultural resources inventories on 90,000 acres of Public Land.

Planning

BLM cultural resources are evaluated in terms of their potential for contributing to public education, public use (*e.g.*, tourism, recreation); scientific research; the maintenance of a social or cultural group's heritage or traditional lifeways (*e.g.*, Native American religious systems); and experimentation for improving protection measures and management techniques. Unique or scarce cultural resources may be determined to be best suited for long-term conservation. Cultur-

al resources no longer possessing characteristics that qualify them for one of these uses, such as resources that have been destroyed by natural or other causes, may be discharged from further management consideration. In addition to these evaluation criteria, cultural resources are also evaluated against the criteria for the National Register of Historic Places. BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management plans which set out precise on-the-ground management actions. These plans reflect consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public.

Cultural resource project plans represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays), and where new studies will be done to improve cultural resource information. At the 1994 level, 45 cultural resources activity plans will be prepared or revised. Emphasis for plan preparation will be on newly acquired and/or newly designated areas, and areas where deterioration and vandalism have been documented to be at a critical level.

Cultural Resource Protection

The ARPA is the primary law designed to curtail wrongful activity against publicly owned archaeological sites. Other statutes provide for protection of cultural resources on Federal lands and impose penalties for unauthorized disturbance of these resources.

Historically, the BLM has devoted roughly one-third of its cultural resource management budget to archaeological resource protection, including physical protection, site stabilization, support for cultural resource law enforcement activities, public awareness and education, and site interpretation efforts.

Examples of archaeological site protection activities include: participating in multi-agency task force operations to combat trafficking in looted archaeological resources; participating in inter-agency anti-looting and public awareness/education programs (e.g. Oregon's NORTHWEST SAVE, Utah's vandalism task force, Wyoming's Safeguard Wyoming's Past, New Mexico's Public Land Watch); volunteer Adopt-a-Site programs; coordinating with the media to promote coverage of issues; and executing cooperative agreements with local law enforcement agencies and military police units, such as those developed with the Arizona National Guard and the Arizona Civil Air Patrol.

The BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. At the 1994 level, BLM plans to accomplish 175 resource protection or stabilization projects. Emphasis is given to implementing activity plans and physical site protection projects in highly sensitive areas such as Grand Gulch in Utah, the Chaco outliers and Navajo Refugee sites in New Mexico, the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the highly significant cave sites in southeastern Oregon and southwestern Idaho, among others.

Challenge Cost-Share and Partnership Arrangements

To increase management capabilities for cultural and paleontological resources, the BLM actively pursues challenge cost-share opportunities and cooperative management agreements with universities, State and local governments, individuals, and public and private groups. These challenge cost-share and management agreements significantly expand BLM's capabilities in many different areas, notably in the areas of inventory, resource protection and site monitoring, science and research of archaeological and historic resources,

and heritage education. The 1993 Enacted funding level for challenge cost-share projects was \$330,000.

Efforts toward promoting and expanding volunteer, partnerships, and challenge cost-share programs have been highly effective in increasing public and interest group awareness of cultural resources and in increasing BLM's capability to advance program priorities. During 1992, the BLM's cultural resource management program had over 100 challenge cost-share and cooperative management agreements in place. Cooperators under these arrangements contributed almost \$2,853,710 to the program on an initial BLM investment of a little over \$593,610, or a 4.8 to 1 return on each BLM dollar spent. On top of this, more than 88 work-years of volunteer time was contributed to the BLM for the benefit of cultural resources. This represents a contribution of over \$2,404,131. Together, then, in 1992, challenge cost-share, cooperative management agreements, and volunteers produced contributions to BLM of almost \$5,257,841, and significantly expanded BLM's management and protection capabilities.

Adventures in the Past

The 1988 amendments to ARPA contain a requirement that Federal land managers establish programs "...to increase public awareness of the significance of the archaeological resources located on Public Land and Indian lands and the need to protect such resources." In response to this provision, BLM developed its *Adventures in the Past* initiative. *Adventures in the Past* is BLM's "umbrella" program for promoting public education and awareness of archaeological and historic resources, and for encouraging public involvement in the protection and management of its cultural resources. *Adventures in the Past* has as its goals increasing the public's enjoyment of cultural resources, reducing the destruction of cultural resources, and demonstrating and encouraging good stewardship of cultural resources.

To accomplish these goals, BLM has developed a sequence of public events, ranging from regional, through commemorative, to thematic events. The first three regional events were: the Four Corners Tribute (1990), the Great Basin Tribute (1991), and the High Plains Tribute (1992). Two commemorative events planned in 1993 are the Columbus Quincentennial, and the Oregon Trail Sesquicentennial celebrations. Activities in the regional events included popular presentations on archaeology and history, interpretive tours, interagency exhibits, living history demonstrations, and other public events. The Four Corners event included a Governors' Conference to examine opportunities for improved cultural resource management in the Four Corners area under a comprehensive and coordinated approach to public involvement and education, interpretation, research, heritage tourism, and partnerships. The 1994 *Adventures* event will be thematic, with a focus on the prehistory and history of mining on the public lands.

Interpretation

The BLM operates the Anasazi Heritage Center near Dolores, Colorado, which serves as a museum and repository for artifacts and archaeological records from the Four Corners area. The Center is an interpretive facility which promotes awareness and education of archaeology and history, and awareness of BLM's mission of multiple-use Public Land management. The Center has also enhanced the local economy and job base. The Anasazi Center has a major role in implementing the BLM's "Heritage Education" initiative. The facility has been open to the public on a full-time basis since August 1988.

Utilization - Permits

The BLM issues cultural resource use permits to applicant firms and institutions for archaeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely manner. The total number of permittees for archaeological work is expected to remain at the 1992

level. Although there are approximately 400 cultural resource use permits active in any given year, roughly two-thirds of them are renewed or processed in any given year. Thus, in 1994, BLM will process 290 new or renewal permit applications. Total work will increase, however, due to stepped-up monitoring of permittee performance.

❖1994 Program Increase❖

Table XLVII 1994 Program Changes (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	11,651	+1,000
FTE	160	+1

The 1994 Budget Request is \$11,651,000 and 160 FTE, a program increase of \$1,000,000 and 1 FTE. The increase consists of the following changes:

Native American Graves Protection and Repatriation Act (NAGPRA): +\$1,000,000; (+1 FTE).

The Native American Graves Protection and Repatriation Act (NAGPRA) was enacted in 1990. Among other things, the NAGPRA requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years of the date of enactment. Tribes and organizations will be able to lay claim to remains and objects already in museum collections, after Federal agencies and museums have inventoried them. In conjunction with regulations at 36 CFR 79, requiring Federal agencies to inventory collections from lands under their jurisdiction housed in both Federal

and non-Federal repositories, and to maintain full administrative records on the collections, these requirements impose a significant workload on BLM's cultural resource management program.

The increase of \$1,000,000 and 1 FTE is needed to implement a major effort, by contract, to complete the inventory of over 23 million items which are housed in over 200 cooperating locations.

Cultural Resources Challenge Cost-Share Program: +\$200,000

An increase of \$200,000 will allow the BLM to expand its very successful Challenge Cost-share approach to additional areas of the cultural resources program. An increase in BLM funding for Challenge Cost-share projects will support additional efforts in the "Heritage Education" and the "Adventures in the Past" initiatives by permitting the BLM to provide additional matching seed money for financial assistance being offered by non-federal sources to BLM for this type of work. With the increase, the amount available for Challenge Cost-share projects in 1994 would be \$530,000 in this program.

Oregon Trail Documentary: -\$200,000

The decrease of \$200,000 results from the completion of BLM support to the development by Oregon Public Broadcasting System of an historical documentary on the Oregon Trail as part of the Oregon Trail Sesquicentennial celebration, funded by a one-time increase provided in the 1993 Interior Department Appropriations Act.

Table XLVIII Cultural Resources Program Workload Accomplishments, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted to Date	1994 Budget Request	Changes From 1993 (+/-)
Inventory (000s acres)	400	90	90	0
Activity planning (# plans)	90	45	45	0
Permits (# permits)	400	290	290	0
Site mgmt. (# sites)	3,000	3,050	3,050	0
Resource protection/stabilization (# projects)	175	175	175	0

Wilderness Management

❖Objectives❖

The major objectives of this program are to:

- prepare wilderness management plans and manage designated wilderness areas in accordance with established regulations and guidance;
- conduct interim management on wilderness study areas (WSAs) pending completion of wilderness environmental impact statements (EISs)/wilderness study reports (WSRs), suitability recommendations, and Congressional action; and
- emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management capabilities.

❖1994 Core Program Activity❖

The 1993 Enacted level for the wilderness management program is \$11,042,000 and 184 FTE. As a result of uncontrollable changes, there is a reduction of \$44,000 and 6 FTE from the 1993 Enacted level, providing a 1994 continuing program level of \$10,998,000 and 178 FTE.

The wilderness management program consists of the identification, study and protection of potential wilderness areas; and the management of wilderness areas which have been designated by law as part of the National Wilderness Preservation System. In 1990, the portion of the National Wilderness Preservation System managed by the BLM more than tripled with the addition of 1,133,230 acres of wilderness in Arizona, including 38 new wilderness areas and expansion of one existing wilderness area (Aravaipa Canyon).

In 1992, the BLM satisfied the provision of §603(a) of FLPMA (43 U.S.C. 1782), which required the Secretary of the Interior to report recommendations for wilderness designation of Public Land areas to the President by October 21, 1991. Therefore, the 1994 program is characterized by a major shift in emphasis from wilderness study and reporting to management of designated wilderness areas and interim management of wilderness study areas (WSA). Interim management of all WSAs until they are either designated as wilderness or released from interim management by law will continue to be a priority workload in 1994.

Inventory and Wilderness Studies

The wilderness inventory required by §603(a) of FLPMA was completed in 1980. Based on that inventory, approximately 25 million acres, located in 11 states and comprising 860 separate areas, were identified and classified as wilderness study areas (WSAs). Section 1320 of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA) exempted BLM lands in Alaska from the §603 FLPMA review mandated for the Lower 48 States. Wilderness studies, including inventory, in Alaska are to be conducted as part of the resource management planning process implemented by BLM under §202 of FLPMA. Any additional wilderness inventory efforts in the Lower 48 States will be conducted as part of BLM's normal inventory and resource management planning activities, and should be minimal.

The study process, completed in 1991, was integrated with BLM's land use planning system. All study reports, including EISs and mineral survey reports for each State, were combined into statewide reporting packages for approval and decision by the Secretary. WSAs were evaluated based on specific policies and criteria contained in the Wilderness Act. Recommendations were prepared on which WSAs are judged to be suitable for preservation as wilderness areas and which WSAs are considered non-suitable for wilderness designation based on studies and evaluations of all potential resource values and uses.

In total, over 90 separate studies and EISs were completed by the BLM. All statewide reporting packages have now been completed. The recommendations of the Secretary of the Interior were transmitted to the President by October 21, 1991.

Interim Management

Section 603(c) of FLPMA requires BLM to manage the lands in WSAs to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to

protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (i.e., "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WSA. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress which either releases them from WSA status by returning them to all types of multiple use activities, or adds them to the National Wilderness Preservation System. As lands are released from WSA status, the funding needs for interim management decline. However, if the WSAs are designated as wilderness, funding requirements for wilderness planning and management increase, especially in the first few years following designation because of the special management requirements under the Wilderness Act. BLM's implementing regulations and administrative requirements. The legislation enacted in 1990 to designate new wilderness areas in Arizona also released 2,063,111 acres from interim management requirements. In 1994, BLM will provide interim management on 26,643,000 acres of WSAs, assuming no further Congressional action regarding BLM wilderness proposals.

Wilderness Area Management Planning

BLM develops management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process includes a number of steps. A BLM interdisciplinary team is assembled and identifies any issues which need to be resolved in order to meet wilderness objectives, such as long-term protection needs, visitor use administration, and management of nonconforming uses and other resource activities. Data is compiled from the completed wilderness study documents, mineral surveys, and land use plans, and analyzed to develop possible wilderness

management actions and alternatives. Public involvement in the plan development and analysis is sought and used. The draft plan and an environmental assessment are prepared and published for public review and comment. Public notification is given when the final plan is approved.

To assure that wilderness values are maintained as specified in the Wilderness Act, all actions necessary for management of resources within each wilderness area are specified in the wilderness area management plan. For example, levels for visitor use may be established where necessary. Limits of acceptable change in resource conditions within the wilderness area are established, and a schedule for monitoring changes is initiated. Maintenance schedules for wildlife and range improvements within wilderness areas are developed. Requirements for vehicle access and road closures are identified, access requirements for non-Federal inholdings are analyzed, and recommendations for possible acquisition of inholdings are developed. Operating requirements for inclusion in anticipated mining plans of operations and stipulations for oil and gas lease development are also developed.

The BLM's policy is to complete wilderness area management plans within 2 years of wilderness area designation. However, if a large number of wilderness areas in a State are designated in the same year, completion of management plans is staggered over 5 years to accommodate the large workload. Between 1978 and 1988, 17 wilderness area management plans were initiated in 6 states, and all of these plans were completed by 1991. Another 8 BLM wilderness areas are included in management plans for adjacent Forest Service wilderness areas. The effect of the Arizona Wilderness Act of 1990, which designated 38 additional wilderness areas in Arizona, is to require the preparation of approximately 38 new wilderness management plans by 1996. BLM is proceeding on a 5-year schedule to complete these plans.

Wilderness Management

Wilderness area management involves the initial and long-term actions necessary to maintain wilderness values while permitting compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

- *Wilderness Area Patrol and Surveillance.* All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values. The intensity of surveillance varies with the intensity of use in the wilderness area. Generally, areas with low use and few conflicts require only monthly surveillance, whereas wilderness areas that are heavily used or have high potential for conflicting uses may require more frequent patrols and surveillance. Roads identified for closure must be barricaded and patrolled on a regular basis. In addition, monitoring environmental indicators is done to detect changes in resource conditions so that appropriate adjustments in management activities can be made. This workload is a continuous and long-term component of wilderness management.

- *Wilderness Area Boundary Identification and Maps.* Upon designation, wilderness area require signing, and in some cases fencing of boundaries. Cadastral surveys conducted by BLM are needed in some areas to identify the boundaries and locate or re-establish survey monuments as necessary. This workload also includes updating public land records, and preparing wilderness maps for official files and public distribution. Identification of the wilderness area boundary on the ground and on maps, as well as the adjacent non-wilderness Public Land and State or private land is essential to effective management of the use of wilderness areas. This workload is a one-time need which should be completed within the first few years after wilderness designation.

- *Public Education.* Notifying the public, as well as local governmental agencies, about the designation and boundary locations of new wilderness

areas, and what activities are permitted in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps, and media coverage are used to accomplish this task. Over the long term, public information efforts also include providing information about appropriate methods and techniques for using the wilderness area in a manner that would protect wilderness values. Local governments and agencies with jurisdiction over law enforcement, utilities, highways and fire protection are contacted and included in the planning process. This workload is primarily an up-front effort and is most intensive during the first few years after wilderness designation.

• *Nonconforming Wilderness Uses and Other Resource Management.* As defined in 43 CFR 8560, "nonconforming uses" of wilderness areas, such as maintenance of range improvements, development of pre-designation mining claims, and access to non-Federal inholdings, are specifically permitted in wilderness areas and require wilderness management coordination to assure that any impacts to wilderness values are minimized. Activities related to the management of other resources, such as wildlife, recreation and cultural resources within wilderness areas are permitted at the discretion of the Federal land managing agencies to the extent that activities do not impair wilderness values. To ensure that policies are properly implemented, BLM personnel must identify multiple resource activities during the design and implementation of projects in wilderness areas and develop stipulations which protect wilderness values. Coordination with State and local governments and user groups is also required.

Wilderness designation also results in additional workload in other resource management programs due to requirements of the Wilderness Act, BLM's Wilderness Management Regulations (43 CFR 8560), and management prescriptions in each wilderness management plan. Examples of this additional workload includes conducting mining claim validity examinations; coordinating with grazing permittees regarding maintenance proce-

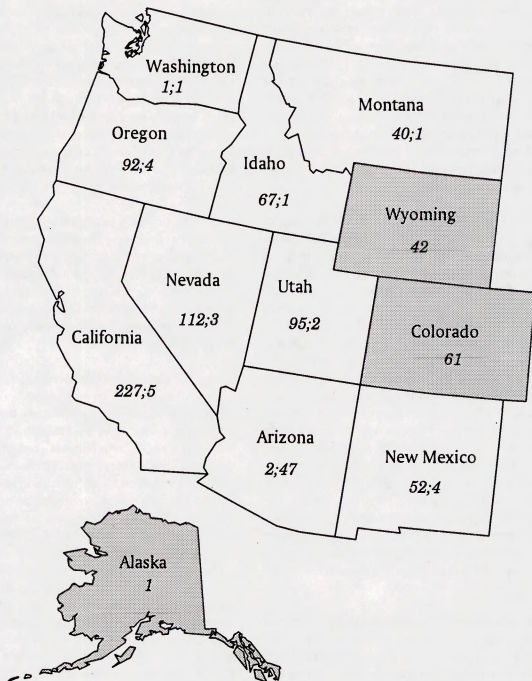
dures for range improvements; revising cultural resources survey and excavation permits; amending existing resource activity plans; measuring water quality and quantity; maintaining road closures, signs, trails and trailheads; and educating hunters and other visitors about allowed activities in wilderness areas through public contacts. Because restrictions on allowable activities within designated wilderness are more stringent than under interim management of WSAs (such as prohibited use of motorized or mechanized equipment) and create a long-term workload, the cost of resource management activities in wilderness areas can be somewhat higher than prior to designation.

The 1994 program provides for wilderness management activities in 66 designated BLM wilderness areas, comprising 1,610,995 acres. For the 38 wilderness areas recently designated in Arizona, actions necessary to protect wilderness values, and to proceed on the 5-year schedule to complete wilderness management plans can be accomplished.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness areas. These damages may have been the result of unauthorized activities within the wilderness area such as prospecting, mining, off-road vehicle use, or unauthorized road construction. Some of the activities may have occurred prior to inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM does the rehabilitation directly only if the responsible parties cannot be identified or located, or if they lack financial resources due to bankruptcy or cessation of business activities to repair the damages incurred. At the 1994 level, BLM will accomplish 22 resource protection or rehabilitation projects for wilderness areas or WSAs.

BLM Wilderness Status By State



Key: # WSAs; # Designated Wilderness Areas
i.e. the first number is the number of WSAs and the
second represents designated Wilderness Areas.

 - States with no designated Wilderness Areas.

❖1994 Program Increase❖

Table XLIX 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Change (+/-)
\$	12,988	+2,000
FTE	183	+5

The 1994 Budget Request is \$12,998,000 and 183 FTE, a program increase of \$2,000,000 and 5 FTE. The increase consists of the following items:

Wilderness Area Plans and Management: +\$500,000; (+5 FTE)

BLM continues to emphasize management of designated wilderness areas, and development of management plans for wilderness areas. The development of management plans for the 38 recently designated wilderness areas in Arizona would continue on the 5-year schedule. This will continue to be the highest priority within the Wilderness Management program. The

BLM remains committed to establishing a sound wilderness management program, including managing the recently designated wilderness areas in Arizona.

The increase of \$500,000 and 5 FTE would allow BLM to initiate the preparation of 5 additional plans in 1994, and continue to work on the planning required for other wilderness areas.

Wilderness Area Plan Implementation and WSA Interim Management: +\$1,500,000

Work on implementation of management actions for some of BLM's 66 designated wilderness areas and increased surveillance of the more critical Wilderness Study Areas (WSAs) managed by the BLM will be undertaken with increased funds. As designated wilderness areas become better known and receive greater use, there is a need for additional identification of boundaries and information about the areas and about appropriate uses. This means that maps and informational materials need to be prepared and informational dispensing facilities must be developed. The increase of \$1,500,000 will permit the BLM to meet these needs in the most heavily used designated wilderness areas and to increase monitoring for the most sensitive WSAs which are most likely to be designated as wilderness.

Table L Wilderness Management Program Workload Accomplishments, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted to Date	1994 Budget Request	Changes From 1993 (+/-)
Interim Management (000, acres) ¹	26,643	26,643	26,643	0
Wilderness Mgmt. Plans (# plans initiated)	10	10	15	+5
Wilderness Area Management (# areas) ¹	66	66	66	0
Resource Protection/Rehabilitation (# of projects)	22	22	22	0

¹Assuming no change in status of BLM wilderness areas and WSAs as a result of Congressional action.

Recreation Resources Management

❖Objectives❖

The major objectives of the Recreation Resources Management program are to:

- ensure the continued availability of the Public Land and related waters for a diversity of outdoor recreation opportunities within the context of multiple use;
- protect biological diversity and sensitive natural resource values through allocating recreation resource use, issuing use permits, and monitoring impacts on other resource values, while maintaining the availability of outdoor recreation opportunities and experiences;
- promote, enhance, and facilitate public appreciation and awareness of recreation resources through visitor information services, interpretation, protection, and on-the-ground presence where appropriate;
- provide for the health and safety of users, reduce conflicts among users, and minimize resource damage through intensive management of high use areas and facilities.
- provide an appropriate level of visitor management and assistance, including support for law enforcement rangers, so that visitors will be informed, and behave in a responsible manner, while maintaining the intrinsic values of the Public Land and related waters as a place to explore and enjoy safely;
- provide revenues to the Federal Government by assuring that at appropriate facilities, recreational users assume a share of the cost of recreation facility maintenance and resource protection, and that special recreation permits and recreation concession leases are issued to individuals and commercial recreation and tourism organizations operating on the Public Land;

- enhance local economies and job opportunities through cooperative relationships with national, State and local tourism entities, and by facilitating responsible, private sector use of public recreation resources;

- enhance outdoor recreation opportunities offered on and adjacent to the Public Land through expanding partnerships with other Federal, State, and local agencies and the private sector; and

- enhance opportunities for pleasure driving associated with the scenic, cultural, and natural resources of the Public Land through expansion of the *Back Country Byways* initiative, a component of the National Scenic Byways program.

❖1994 Program❖

The 1993 Enacted level for recreation resources management is \$24,976,000 and 470 FTE. Adjustments as a result of uncontrollable changes reduce \$273,000 and 16 FTE from the 1993 Enacted level, providing a 1994 Budget Request of \$24,703,000 and 454 FTE.

The Public Land offers recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by the BLM include 32 National Wild and Scenic Rivers; 32 National Recreation, Scenic, and Historic Trails; 7 National Conservation Areas; 2 National Scenic Areas; 50 *Back Country Byways*; one National Recreation Area (White Mountains National Recreation Area, Alaska); and one National Outstanding Natural Area (Yaquina Head, Oregon).

The BLM also manages 726 developed and over 3,000 undeveloped recreation sites; over 5,900 miles of interpretive, hiking, and equestrian trails; 533 boating access points; 21 concession operations; 4,138,000 acres of lakes and reservoirs; and 32 visitor information facilities (including 8 major visitor centers plus 24 field contact stations and cooperative exhibit centers).

In addition, there are 355 special recreation management areas which require intensive management, 115 established natural areas, about 900 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Land also provides many extensive, non-facility oriented recreational use opportunities, such as hunting, fishing, sight-seeing and hiking, rock climbing, and hang-gilding.

BLM's Recreation 2000

BLM's recreation resources management program is guided by implementation of *Recreation 2000*: a Strategic Plan. The Public Land has the greatest potential of all lands managed by the Federal government to provide the widest range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural and cultural resources. The 270 million acres of Public Land in the 11 western States and Alaska represent as much land as the acreage of the National Park and National Forest Systems combined. The implementation of *Recreation 2000* is critical to properly manage the growing use of the Public Land for outdoor recreation purposes within the context of the BLM's multiple-use mission.

The *Recreation 2000* plan provides a clear statement of the BLM's recreation management policies and goals, and highlights where the BLM intends to concentrate efforts in all recreation-related programs, including recreation resource management, facilities maintenance, access, land acquisition, construction, and others into the next decade.

Recreation 2000 identified eight major challenges that are critical to the successful implementation of the BLM's long-range recreation policy objectives and form the basis for the BLM's recreation initiative. These challenges are: 1) visitor information and interpretation; 2) resource protection and monitoring; 3) land ownership and access adjustments; 4) partnerships; 5) volunteers; 6) tourism programs; 7) facilities; and 8) permits, fees and concessions.

To assist in implementing the goals, policies, and challenges identified in the *Recreation 2000* strategy, the BLM is implementing some 100 action items with a schedule to meet the eight *Recreation 2000* challenges. The BLM Implementation Plan focuses on improving the BLM's capability to protect essential recreation and other natural resources, maintaining existing recreation facilities, and improving service to visitors. In 1989, the BLM prepared national and State level implementation plans to carry out the objectives of *Recreation 2000* and began to carry out priority action items in 1990. State-level implementation plans identify the on-the-ground issues and priorities in resource management, maintenance, access, acquisition and construction for all recreation management areas.

Management of Special Recreation Areas

The BLM is mandated by FLPMA to manage the Public Land for a diversity of opportunities and sustainable development as opposed to single, short-term use. FLPMA further directs that the BLM protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archaeological values.

Within the Public Land, there are special areas of national significance in which the protection and conservation of significant resources is paramount. Such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs), National Recreational Areas, or Wild, Scenic and Recreational (WSR) Rivers; or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Scenic Areas, National Natural Landmarks, or Special Recreation Management Areas (SRMAs). BLM focuses most of its priority program attention on identified SRMAs and nationally designated areas, where the more intensive recreational use requires direct BLM supervision of use activities and calls for investments in resource protection facilities.

The outstanding character of recreation opportu-

nities found in these special areas have made them extremely popular with the public. The resulting high visitor use levels require the BLM to provide a higher level of recreation management to ensure that important resources are protected and visitor needs are met. These intensively used special management areas often satisfy public recreation demands that cannot be met on lands managed by other Federal agencies or provided by the private sector.

National Conservation Areas (NCAs), a designation unique to BLM lands, receive more intensive management than other multiple-use lands, with a focus on recreation values and conservation of their natural and cultural resources. Other similar special areas under BLM jurisdiction include the White Mountains National Recreation Area in Alaska, and the East Mojave and Santa Rosa Mountains National Scenic Areas in California.

Each of BLM's specially managed areas has received some type of formal designation which highlights the long-term commitment to more intensive resource management and protection of their critical resource values. All of these specially designated and managed areas are the focus of public interest and have received extensive private sector and local government support through volunteers, contributions and cooperative management efforts.

The 1994 program continues the priority emphasis for the BLM's 7 NCAs which are: the El Malpais in New Mexico, the California Desert Conservation Area and the King Range in California, the San Pedro Riparian and Gila Box Riparian in Arizona, the Red Rock Canyon in Nevada, and the Steese NCA in Alaska. Recreation management emphasis in these areas focuses on additional plan implementation (such as the Desert Plan), plan development in the recently designated Gila Box Riparian National Conservation Area and the reduction of resource conflicts and unauthorized uses.

The recreation program helps the BLM maintain biological diversity on the Public Land. Biological

diversity or biodiversity considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and variety of ecosystems found in the natural world. Management approaches which enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social value and economic products derived from these natural communities.

Since an important component of the recreation resources management program involves providing on-the-ground management presence, the BLM has visitor service specialists, law enforcement rangers, and seasonal visitor management specialists in intensively used recreation management areas in many States. Within these areas, the operation of developed and undeveloped recreation sites also includes collecting fees through routine on-site visits or fee collection devices, and providing visitor supervision through the use of campground hosts.

Wild, Scenic and Recreational (WSR) Rivers

BLM actions for potential WSR rivers, involve the following steps: 1) inventory to identify potentially eligible segments; 2) determine eligibility based on the criteria established by the Wild and Scenic Rivers Act of 1968; 3) tentatively classify each segment as either wild, scenic or recreational so identified values can be protected; 4) determine the suitability of particular segments for inclusion in the National Wild and Scenic Rivers System and develop recommendations through the BLM's Resource Management Plan (RMP)/Environmental Impact Statement (EIS) process; 5) prepare legislative reports and transmittal documents; 6) designation and final classification by Congress as wild, scenic or recreational; 7) prepare activity plan and determine final boundary; and, 8) implement activity plans.

The inventory and evaluation of potentially eligible WSR river segments (i.e., steps 1 through 4 above) are conducted as part of the pre-planning and issue scoping steps in the resource management planning process. Potential river segments and associated issues are identified by BLM resource professionals along with public involvement. Criteria for each river value category are applied to each segment to determine its eligibility. To qualify as eligible, a river segment must be free flowing and have at least one outstandingly remarkable scenic, geologic, fish and wildlife, recreational, cultural, historical, or other similar resource value. During 1994, the BLM will continue inventory and evaluation (steps 1 through 4 of the process as described above) for approximately 15 potentially eligible WSR river segments. This work will be accomplished as part of the BLM resource management planning process and in conjunction with the RMP schedule.

In addition, the 1994 program covers continuing implementation of 32 Wild and Scenic River management plans for BLM administered rivers in the National Wild and Scenic River System.

Cave Resources

As required under the *Federal Cave Resource Protection Act of 1988*, BLM also conducts inventory and evaluation of significant cave resources located on the Public Land. This process includes consolidating existing records; contacting local cavers and interest groups to identify additional known caves; field trips (with assistance from caving groups) to assess resources values and conditions; tentative evaluation based on significance criteria; public review and comment; and final significance determination.

After a cave is determined to be significant, additional inventory and documentation (e.g., mapping, photography) may also be needed to provide data on significant resource values and cave conditions needing management and protection as a basis for activity plan preparation. Based on inventory work to be completed in 1993, a number of caves will be identified and recorded.

Planning and Plan Implementation

Recreation Resources Management Activity Planning is conducted at two levels: 1) recreation area management plans, and 2) project plans. Recreation area management plans identify on-the-ground actions needed within a designated area to implement recreation use decisions made in RMPs. Project plans, which are completed for individual recreation sites, form the basis for development of the survey and design specifications for recreation-related maintenance and construction projects and other project work, such as interpretive facilities and resource protection measures.

In general, BLM will continue to shift emphasis from the preparation of recreation area management plans to the preparation of project plans, and implementation of existing approved plans (i.e., resource protection and visitor management). This shift will help to meet the goals and objectives of *Recreation 2000*. Priority for project plan preparation will be given to Congressionally designated areas and top priority special recreation management areas as guided in the State level Implementation Plans. In 1994, BLM intends to prepare, revise or update 115 new activity plans for recreation resources management or project areas, including caves. Preparation of management plans for cave resources involving about 20 caves, which have been identified in approved RMPs, will be underway primarily in New Mexico and Wyoming.

Permit Management

Many unique recreational opportunities on the Public Land are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers of competitive events, such as promoters of large off-highway-vehicle (OHV) events. BLM issues permits for several types of recreation activities, such as river use, outfitters (for hunting, backpacking, etc.), OHV and competitive events (e.g., all terrain vehicle and the Iditarod Dog Sled Races), as well as individual recreation use (e.g.,

camping and long-term visitor areas). These recreational opportunities provide substantial financial contribution to the local economies. For example, the "Parker 400" OHV race generates approximately \$2,000,000 annually to Yuma, AZ; and the "Mint 400" OHV race generates over \$5,000,000 to the Las Vegas, NV area.

In 1994, BLM expects to issue some 13,000 special recreation permits. Permit management is a critical workload because the accompanying monitoring and compliance activities provide BLM with its main capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and related waters, and to prevent resource damage as well as to ensure adequate fee collection and revenue from special recreation activities. The public is well served through the permitting of recreation service partners (commercial operators); otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many Public Land recreation opportunities.

Visitor Services

A variety of visitor services are performed by BLM personnel and volunteers to ensure that visitors to the Public Land areas have a safe, enjoyable experience. Visitor services work encompasses nearly half of the funding resources of the Recreation Resources Management program. Visitor services includes the following functions: 1) visitor protection and supervision; 2) information and interpretive services; and 3) emergency assistance.

Visitor protection and supervision includes protecting visitors from natural and human-made hazards, protecting sensitive natural resources from damage due to unauthorized use, minimizing conflicts among visitors or with other authorized users, and monitoring local conditions to ensure that important recreation opportunities, visitor safety, and sensitive natural resource values remain unimpaired. Emphasis is placed on

having an on-the-ground presence of BLM personnel, and where appropriate and necessary, on enforcing laws and regulations by BLM Rangers who have delegated law enforcement powers.

Information and interpretive services involve providing basic information about an area or site through personal contact, maps, publications, signs and formal interpretive/education programs. Again, the emphasis is having a highly visible BLM presence on the ground in the form of uniformed BLM recreation management personnel and BLM Rangers, as well as through signs, kiosks, brochures, etc.

Occasionally, the BLM is called upon to provide emergency assistance to visitors, such as supplying emergency drinking water, first aid medical care, minor vehicle repairs, vehicle extraction, and emergency radio communications.

This program provides a significant portion of the funding for BLM Law Enforcement Ranger patrols. As multi-resource specialists, uniformed BLM Rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The presence of BLM Rangers trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, to increase user safety, and to provide an authoritative and informative presence on the Public Land.

Resource Protection

The Resource Protection portion of the program is directed toward preventing degradation or damage to resources from recreation-oriented activities. Interim protection and plan implementation can require resource protection projects, such as the installation of barriers, fences, use control signs and interpretive signs. This component also includes project work needed to reduce erosion by directing use away from fragile soils, installing devices to prevent overuse of sensitive

vegetative areas or wildlife habitats, and landscaping treatments. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land-use activities by adding stipulations to leases and permits. In 1994, BLM plans to accomplish 275 resource protection projects for recreation resources.

A major portion of BLM recreation resource protection projects involve OHV use and water-based recreation. The designation of a WSR river sometimes results in increased use as outfitters conduct river-running trips and the general public becomes more aware of the river recreational opportunities. Additional resource protection projects may be needed to prevent water pollution, soil erosion, littering and solid waste problems, and impacts of illegal camping on sensitive resources. The timely installation of properly placed protection projects can reduce resource damage and eliminate future resource rehabilitation costs.

The OHV designation process may also result in the need for resource protection projects. This process starts with the identification of three types of OHV areas (*i.e.*, open, closed or limited) in the planning process. With public user input, BLM specialists determine which roads and trails may be used by OHVs and what closures or restrictions, if any, are needed. Maps and brochures are prepared to inform the public of these designation. Implementation of OHV designations requires posting signs, constructing fences, and other barriers to prevent and control use. Some roads and trails may also be rehabilitated to prevent unauthorized use and correct past damage from OHV use.

Improved Management through Partnerships and Volunteers

The BLM continues to encourage partnership arrangements to assist in management of recreation resources, and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in recreation management efforts. Partnership arrangements have been

successfully developed with such groups as historical societies; OHV clubs; caving, hiking, and rockhounding groups; hunting and fishing clubs; ranchers; conservation organizations; white water boaters; State, local, and other Federal agencies; and private sector partners (such as guides and outfitters).

The BLM initiated a challenge cost-share program in the recreation resources management program in 1989. Within the 1994 level, the BLM plans to devote \$800,000 to the recreation challenge cost-share program to accomplish additional on-the-ground projects. The BLM expects to receive matching funds, labor, and materials from recreation user groups, civic organizations, businesses, and local public agencies to improve management of recreation resources and facilities. The BLM also plans to continue partnerships at the national level and implement initiatives such as Tread Lightly, *Back Country Byways*, Recreational Fishing, and Watchable Wildlife. These programs will provide the impetus for specific resource management efforts at the State and local level.

The BLM uses volunteers extensively in this program to record archaeological sites, maintain trails and facilities, serve as campground hosts, and provide clerical and other administrative support such as staffing visitor centers and contact stations, and doing statistical and data entry. In 1992, 6,300 volunteers contributed nearly 400,000 workhours valued at over \$5,000,000 to the BLM recreation program. The 1994 program continues to include \$570,000 to support use of BLM volunteers in the recreation management program by providing training, supervision and reimbursement of allowable volunteer expenses.

Back Country Byways

BLM is one of two Federal agencies that currently designates certain roads as part of the National Scenic Byways program. The *Back Country Byways* initiative supports the BLM *Recreation 2000* strategy. These complementary initiatives are designed to expand public access to the Public Land for

recreation purposes. *Back Country Byways* place emphasis on enhancing opportunities for pleasure driving associated with the scenic, cultural and natural resources of the Public Land.

The goals of the *Back Country Byways* system are to meet public demand for pleasure driving; to facilitate partnerships among recreation groups and government agencies; to help contribute to local economies; and to increase awareness of the values of the Public Land. The BLM *Back Country Byways* are roads or trails off the beaten track, and range from paved, all-weather roads suitable for normally equipped passenger cars to single-track trails suitable only for dirt bike, mountain bike, snowmobile, or all-terrain vehicle use.

There are currently 50 *Back Country Byways* totaling about 2,500 miles in the system. A partnership with the American Recreation Coalition, American Isuzu, and Farmers Insurance has supported and facilitated the designation and implementation of the *Back Country Byways*. Additional partnerships on a State and local level have provided significant support for the program.

In 1994, \$200,000 is planned to be used to continue the *Back Country Byways* program. The *Back Country Byways* program will emphasize the designation of new Byways along with the development of wayside exhibits, maps, self-guided tours, parking and other measures to continue expansion and emphasis on quality experiences for visitors to the Public Land.

Table LI Recreation Resources Program Workload Accomplishments, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted to Date	1994 Budget Request	Changes From 1993 (+/-)
Inventory (000, acres)	3,300	3,000	2,500	-500
Activity Plans (# plans)	152	132	115	-17
Permitting (# permits issued)	13,000	13,000	13,000	0
Resource Protection (# projects)	307	282	275	-7

Justification of Program and Performance

Activity: Renewable Resources Management **Subactivity: Recreation Operations (Fees)**

Table LII Subactivity Summary (\$ 000s).

	1993 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	1,438	-13	+37	1,462	+24
FTE	30	-1	0	29	-1

❖Authorization❖

The Land and Water Conservation Act of 1965, as amended (16 U.S.C. 460l-6a(f)) provides for the establishment of a special receipt account in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

❖Objectives❖

The major objectives of this program are to:

- enhance fee collection capability to support management of recreation facilities, fee-generating recreation uses and maintenance of those facilities that generate fees;
- maintain grounds and facilities in fee areas with emphasis on protecting the health and safety of the user; protecting the government's investment, and improving the collection of fees;
- monitor special recreation permits and special use permits to ensure compliance with appropriate laws, regulations, stipulations, terms and conditions; and
- implement resource protection projects associated with fee sites and special recreation permit

use areas.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the Recreation Operations program is \$1,438,000 and 30 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$13,000 and 1 FTE from the 1993 enacted level, providing a 1994 continuing program level of \$1,425,000 and 29 FTE.

Fee Collections

The funding for this program is derived from the fees collected for recreation use of the Public Land under the BLM's Recreation Use Permit and Special Recreation Permit programs in the preceding fiscal year. The Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203) amended the Land and Water Conservation Fund (LWCF) Act (16 U.S.C. 460l) to allow recreation use fees previously deposited into the LWCF or the General Fund to be deposited into a special account established for each agency in the Treasury of the United States. The funds deposited in this special account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1992, the BLM's recreation fee collections were \$1,671,000, derived from some 96,000 recreation permits for camping and other uses at developed facilities and from about 14,000 Special Recreation Permits. The 1994 appropriation will be derived from the receipts collected in 1993 which are expected to total \$1,700,000. The 1993 receipts are based on plans to collect fees at an additional 10 existing developed recreation sites in 1993, as well as the expected continued number of permits issued.

Recreations Operations Activities

Approximately half of the funds are used to support management of recreation facilities and fee-generating recreation uses, and the other half are used to maintain the facilities which generate fees and for resource protection projects.

Specifically, the recreation operations program consists of the following activities:

Permitting

Many Public Land recreational opportunities are made available to the public by issuing permits for which a fee is paid. The BLM issues special recreation permits for several types of recreation activities, such as commercial river use; back-country outfitting and guide services for hunting, fishing, and backpacking; off-highway vehicle races and other competitive events such as the Iditarod Dog Sled Race. Recreation use permits are also issued for individual recreational camping in BLM campgrounds which meet minimum criteria under the Land and Water Conservation Fund for fee collection, and for use of long-term visitor areas in the desert southwest.

Resource Protection

After a permit is issued, the BLM monitors the authorized activities to ensure compliance with the permit terms and stipulations. This monitoring and compliance provides the BLM with the capability to control use and protect resources in many areas. Permit management is important to

minimize unauthorized uses of the Public Land and to prevent damage to natural and cultural resources, as well as to ensure adequate fee collection from special recreation activities.

Development of resource protection projects prevents degradation or damage to resources from the recreation activities associated with the permit program. BLM prepares and implements project plans for resource protection projects, involving actions such as the installation of barriers, fences, use control signs, and interpretive signs.

Visitor Services

The BLM contacts visitors to the Public Land involved in activities authorized by permits and at recreation fee facilities to ensure that they have a safe recreational experience and are aware of and able to handle the rigors of most Public Land recreational experiences. Visitor assistance includes providing the visitor with information about recreation opportunities on the Public Land, emergency assistance, visitor protection and use supervision. Information and interpretive services involve providing basic information about an area or site through personal contact, maps, publications, signs, and formal interpretive and education programs. Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate, and on enforcing applicable laws and regulations when necessary, through the use of BLM law enforcement rangers.

Recreation Site Operations and Fee Collection Activities

The BLM operates 101 recreational facility sites at which fees are collected. Site operations include collecting fees, and contacting visitors to ensure compliance with the fee requirements and other regulations associated with a particular site. Volunteers are used extensively to act as campground hosts, collect fees, and do some basic maintenance at many of the sites. Volunteers who collect fees are covered by a Bureauwide bond to protect the Government's revenue and make it

possible to use volunteers to collect fees. The fee structure at each site is evaluated annually to determine if the fees are comparable to similar sites in the surrounding area on private and other agency lands.

Recreation Facility Maintenance

This function involves both scheduled and corrective maintenance at BLM fee-generating sites, including maintenance of buildings, shelters, water supply systems, fences, grounds, parking areas, etc. Maintenance activities include repairing water supply facilities, pumping vault toilets and dump stations, replacing or repairing broken or non-operating facilities, and collecting trash.

❖1994 Program Increase❖

Table LIII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	1,462	+37
FTE	29	0

The 1994 Budget Request is \$1,462,000 and 29 FTE, a program increase of \$37,000.

The increase of \$37,000 will be used to support the management of recreation facilities by performing some additional repairs to recreation facilities and by increasing the frequency of scheduled maintenance for some of the more heavily used fee sites. It is estimated that an additional 12 to 15 recreational facilities could receive additional attention with this increase.

Table LIV Recreation Operations Workload Accomplishments 1992, 1993, 1994.

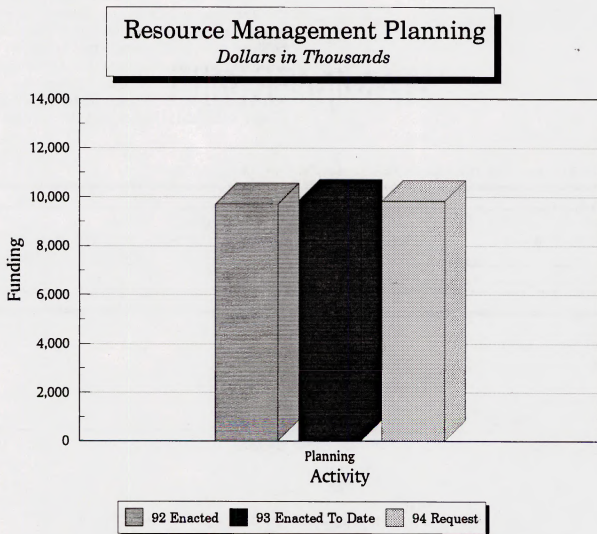
Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Resource protection (# projects)	50	50	50	0

Activity Summary

Activity: Resource Management Planning

Table LV Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
Resource Management Planning	9,870	-36	0	9,834	-36



Justification of Program and Performance

Activity: Resource Management Planning Subactivity: Resource Management Planning

Table LVI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
\$	9,870	-36	0	9,834	-36
FTE	165	-6	0	159	-6

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1712) requires land-use planning for management of all the Public Land administered by BLM.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

❖Objectives❖

Resource management plans guide BLM land use and resource management decisions for the Public Land by:

- improving BLM's ability to identify and assess changing natural resource conditions and new Public Land uses systematically;
- enhancing the ability of BLM managers to resolve natural resource issues and land use conflicts affecting the Public Land;
- promoting coordination and consistency with the plans of other Federal agencies and State,

local, and tribal governments;

- increasing public understanding of BLM's responsibilities and program activities, and facilitating public participation in resource management planning and Public Land management; and

- facilitating compliance with statutory mandates including FLPMA, NEPA, the Public Rangelands Improvement Act (PRIA), the Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

❖1994 Program❖

The 1993 Enacted Funding Level for the resource management planning program is \$9,870,000 and 165 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$36,000 from the 1993 Enacted Level, providing a 1994 Budget Request of \$9,834,000 and 159 FTE.

This level of funding provides for the preparation, approval, and revision of resource management plans (RMPs); plan maintenance, monitoring and evaluation; and coordination of planning actions with other agencies, State, local and tribal government officials, and the public. The program also carries out the general, non-planning related NEPA program management responsibilities that are not directly attributable to a specific project

or other program. Examples of this workload are: review of other agency environmental documents, serving as a team member in other agency's environmental document preparation, and conducting training of BLM personnel to implement NEPA.

Purpose of RMPs

RMPs allocate resources located on the Public Land among competing needs and uses, and contain appropriate multiple-use management prescriptions. A mix of RMPs and Management Framework Plans (MFPs), an older generation of BLM land use plans prepared according to FLPMA standards but not under the current planning regulations, comprises the existing base of BLM land use plans. This base of land use plans covers approximately 98 percent of the Public Land area administered by the BLM excluding Alaska. The MFPs now in use were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

Preparation of RMPs and other planning activities are conducted by the BLM in accordance with its published planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related requirements are set forth in these regulations. The regulations also incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA. BLM plans must also be consistent, to the extent possible, with the resource-related plans, programs and policies of other Federal agencies, State and local governments, and Indian Nations. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. BLM management activities, including use authorizations, licenses and permits, must be

implemented in conformance with the decisions and associated terms and conditions of approved plans.

New land use proposals, whether originating from outside of BLM or from within the BLM, which are not addressed by existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Changes in circumstances, including the results of monitoring and evaluation, are also addressed through the plan amendment process, or a plan revision, if warranted. Also, new planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning Work Processes

Planning work falls within three general categories and includes the interrelated actions described below:

- ① *Preplanning:* Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and interdisciplinary team skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).
- ② *Plan Preparation:* Execution of the 9 prescribed action steps as detailed in the BLM planning regulations (43 CFR 1600). These steps are: scoping, inventory, management situation analysis, formulation and assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.
- ③ *Plan monitoring and maintenance:* Involves tasks such as the following:
 - developing priorities for and scheduling implementation actions.
 - determining the conformance of management activities and new proposals to existing plan

decisions and decisions about the need for amendment of a plan.

- monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions.
- maintaining the viability of current plans to ensure their continued utility and effectiveness.
- coordinating management actions to ensure consistency with other involved Federal agencies, and local, State and tribal governments plans, and
- ensuring NEPA compliance of the subsequent and more detailed plans of action that are prescribed within the framework of the RMPs.

Management Improvements

In response to various reports by GAO, the National Academy of Sciences, and internal program evaluations, the BLM has taken positive steps to ensure timely completion of needed RMPs. A review of the BLM's planning system has been completed and resulted in a report entitled "An Operational Strategy for Planning for the 1990's." Key decisions of the review concern the need to provide a balanced planning program with priorities on plan implementation, maintenance, amendment and development, and to set national priorities for plan development. Other items concern facets of the planning system that will increase program efficiency.

The 1994 Budget implements these decisions. Due to a continuing trend of higher costs of RMP preparation, program emphasis will be redirected from starting new RMPs to completing more of the RMPs already in progress. At the end of 1992, a total of 72 RMPs had been completed and approved. In 1993, new RMP starts have been reduced to zero, thus resulting in 36 RMPs in progress during 1993. A total of 7 will be finished in 1993. By the end of 1993, BLM should have 79 completed RMPs in place.

By reducing the number of new planning starts, the BLM has shifted emphasis and available

funding from new RMP preparation to plan implementation, monitoring and maintenance. BLM can make this shift because of the progress made on completing the critically needed RMPs, and the growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

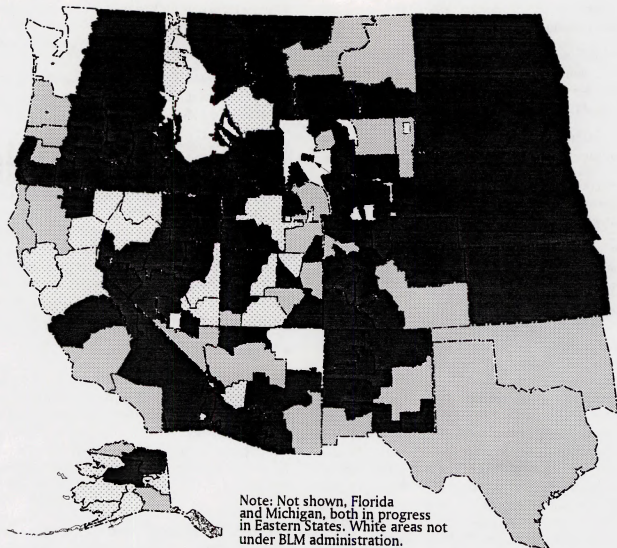
New RMPs being started in 1993 are geared to a schedule of completion within 3 years. The BLM has determined that, given the anticipated annual level of funding, the appropriate number of RMPs to start on a yearly basis is 2. This workload may also be more expensive to complete since the per unit costs for RMP development are increasing at a rate of about 6 percent per year (primarily because of increases in personnel costs and because the RMPs being developed tend to be more controversial and complex).

Status of RMP Workload

In 1994, BLM will begin new starts on 2 RMPs, and complete 21 RMPs in progress. Thus, by the end of 1994, BLM will have completed 100 RMPs. This means, that in 1994, 31 RMPs would be under preparation. In 1995, 4 new RMPs would be in preparation, with 12 others in progress, and a total of 100 RMPs completed by the end of 1995.

Over time, the number of RMPs will increase, and MFPs will decrease as new RMPs are completed. Since RMPs are more complex and detailed than older MFPs, the cost of maintenance on a per unit basis is also higher. In 1994, BLM will maintain 104 RMPs.

In addition to the above described work, significant effort will be expended during 1994 in the areas of planning coordination with State, local, and other Federal agencies, as well as in environmental coordination as required by NEPA.



Composite RMP Status March 1993

Completed RMP
(72, of which 16 require major revision)

In Progress RMP (36)
Future RMP (16)

Table LVII Planning Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
Resource Management Plans (# completed)	4	7	21	+14

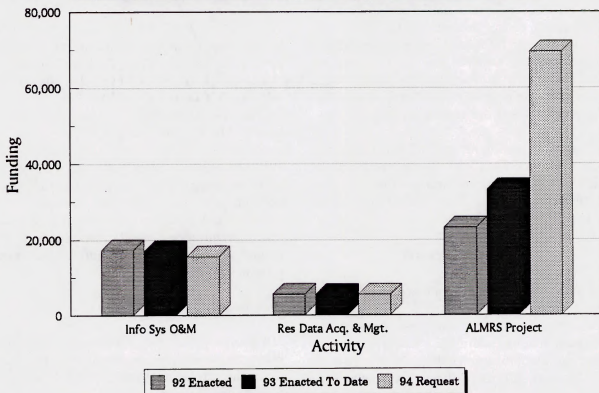
Activity Summary

Activity: Information and Resource Data Management

Table LVIII Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
Information Systems Operation and Maintenance	17,057	-60	-1,400	15,597	-1,460
Resource Data Acquisition and Management	5,467	-16	0	5,451	-16
ALMRS Project	33,217	-299	+36,500	69,418	+36,201
Total	55,741	-375	+35,100	90,466	+34,725

Information and Resource Data Management *Dollars in Thousands*



Justification of Program and Performance

Activity: Information and Resource Data Management **Subactivity: Information Systems Operation and Management**

Table LIX Subactivity Summary (\$ 000s).

	1993 Enacted	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
\$	17,057	-60	-1,400	15,597	-1,460
FTE	250	-1	-8	241	-9

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1731) requires preparation and maintenance of an inventory of all Public Land and resources and other uses on a continuing basis, and provides for the management of the Public Land through the BLM.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national Federal information policy, and as part of this, ensures that automatic data processing (ADP) and telecommunications technologies are acquired and used to improve service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

The Computer Security Act of 1987 (40 U.S.C. 759) requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of Federal data.

❖Objectives❖

The objectives of this program are to:

- continue to support implementation of the BLM's automation, information resource management and modernization (AIM) initiative to provide for cost-effective, efficient, and fully inte-

grated data management systems to support all BLM programs;

- explore methods for making existing ADP and data communications operations more effective; and
- provide appropriate ADP systems support to meet BLM program action priorities.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the information systems operation and management program is \$17,057,000 and 250 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$60,000 and 1 FTE from the 1993 Enacted Level, providing a 1994 core funding level of \$16,997,000 and 249 FTE.

This program provides BLM with ADP system program management, systems design and development, computer operations, current system software and hardware maintenance, and data telecommunications needed to support BLM natural resource programs and administrative systems operations.

Automated Data Processing

ADP plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Land. This role includes processing data necessary

to make decisions involving resources valued in multi-billions of dollars, as well as providing support to make administrative and management activities operate more effectively.

At present, there are two dozen or more automated systems operating on mainframe computers within BLM that provide managers with information for making sound resource management and administrative decisions and to ensure proper lease management and collection of revenues. Examples of such systems include: the Solid Leasable Minerals System (SLMS), the Lease Management System (LMS), the Adopt-a-Horse and Wild Horse and Burro Information Systems, Public Domain Forest Inventory, Inventory Data System, Materials Disposal System, Automated Fleet Management System, Remote Entry of Time and Attendance System, and Automated Property System. Other systems which operate on decentralized equipment such as personal computers (PCs), include the Automated Inspection and Reporting System (AIRS), the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and provides information on range utilization, the Facilities Inventory and Maintenance Management System (FIMMS), and the Mining Claim Recordation (MCR) System.

Under the ADP management portion of this program, the following functions are performed:

- operation, maintenance, and management of ADP equipment and software;
- development, testing, and implementation of new ADP systems;
- acquisition and installation of appropriate kinds and sizes of ADP and data communications equipment in BLM field offices, and operation, maintenance, and management of central site configurations and state office minicomputers; and,
- technical assistance to system users.

The costs for use of automated technology in

support of a specific program purpose or need is funded directly from the benefiting subactivity and program, not from this subactivity. This would also include, for example, systems development, programming, and operations and maintenance for hardware, software, applications and data communications related to those program-specific ADP systems.

BLM's current mainframe equipment configuration consists of a Honeywell DPS-8000 system at the BLM Service Center, and a Honeywell DPS-6+ minicomputer for general ADP work, and Prime minicomputers used for spatial data display (GIS) applications in each BLM State Office. Most administrative and natural resource ADP systems are run on this equipment. The Primes provide BLM managers with the capability to analyze and display alternative land use options and resources data which greatly facilitates the development of RMPs. The applications currently operating on the Honeywell equipment will be translated for movement and placed on the ALMRS/Modernization hardware and operating environment as part of the administrative system component of the ALMRS/Modernization contract. These conversions to the new platform under Modernization are expected to be completed by the end of 1994.

PCs are being used extensively in BLM because of (1) the increased technological and software capability now available on PC equipment, (2) the entry of new personnel who have experience in the use of PCs, (3) the exposure to and actual use of PC applications by current BLM employees, and (4) the proven track record of useability and resultant efficiencies now being realized by BLM. Many applications, once restricted to large scale mainframe computers, can now be more efficiently and economically performed on PCs. The number of PCs being used in BLM is expected to exceed 5,500 by 1994.

The Service Center in Denver, Colorado, is organized to provide a full range of ADP and IRM support services, and each State Office and several District and Resource Area offices have

small ADP staffs to operate their IRM equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the field office resource personnel.

Project Development and Management/AIM Process

BLM emphasizes use of the "Life Cycle Management" process to manage the development of AIM projects. Each system, from initiation to eventual termination, is managed on a project basis to ensure that it meets a fully specified BLM program objective or management need, is cost effective, and continues to meet user requirements throughout its lifetime.

Screening and control of new system proposals is performed under these procedures. This ensures the support of BLM missions as specified by on-the-ground users and managers. After screening, these proposals are coordinated on a Bureauwide basis which results in uniform applications.

To accomplish this, each new project is managed with a clear set of responsibilities assigned to the individuals responsible for project initiation, development, and operation and maintenance. A charter is prepared to define scope, objectives, deliverables, schedule, organization responsibilities, funding, management milestones, and methods of operation for systems development efforts. A project plan is prepared to guide the technical operation of the project including detailed schedules and timeframes for deliverables, specific staff assignments, funding requirements, task dependencies, and management reporting requirements. Both technical and management reviews are conducted at appropriate "Life Cycle" stages to ensure that the project progresses on schedule and meets its objectives.

ALMRS/Modernization

BLM initiated an automation modernization project in 1985 to determine its ADP requirements for the decade of the 1990's. The goal is to provide a modern, cost effective, and efficient

configuration of software, hardware, and data communications to meet BLM's ADP requirements for the 1990's. Many of these needs would be met by the implementation of ALMRS. In order to ensure integrated operating system software and hardware in BLM ADP operations, the ALMRS/Modernization Request for Proposal (RFP) includes a provision for the contractor to "re-host" selected effective administrative systems, including resource management administrative systems currently operating on the Honeywell equipment, to the new system hardware. BLM issued the RFP in 1991. Contract award is scheduled to take place in April 1993. Bureauwide implementation of the administrative systems component is expected to span 2 years and is scheduled to be completed by the first quarter of FY 1995.

General Land Office (GLO) Records Preservation Project

The 1993 Enacted Funding Level includes \$1,400,000 to continue the GLO Records Preservation project at the BLM's Eastern States Office (ESO). This project is designed to preserve and protect land records—most of which are over 100 years in age—by scanning these documents onto optical disks. These records include 9,386 volumes of GLO tract books, 4.5 million patents (which transfer title from the Federal Government), 30,000 cadastral survey plats, and 1,750 volumes of accompanying cadastral survey field notes.

❖1994 Program Decrease❖

Table LX 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Change (+/-)
\$	15,597	-1,400
FTE	241	-8

The 1994 Budget Request is \$15,597,000 and 274 FTE, a program decrease of \$1,400,000 and 8 FTE from the 1993 Enacted Funding Level. The decrease consists of the following described program change.

- *GLO Records Preservation Project* – After a review of the progress of the development of this project, BLM has determined that this project has moved from a developmental stage and now is in

an implementation stage, and therefore, the benefitting subactivities (Lands and Realty Management, and Other States Cadastral Survey) should be responsible for continued funding of this project. The Information Systems Operation and Maintenance subactivity will be responsible only for a minor amount of system maintenance, which will no longer be tracked separately in this subactivity. Therefore, a program adjustment for 1994 will reduce this subactivity (–\$1,400,000 and 8 FTE), and increase the Lands and Realty Management subactivity (+\$1,050,000, 6 FTE), and the Other States Cadastral Survey subactivity (+\$350,000, 2 FTE) to continue to fund the ESO GLO Records Project in 1994 at the current level of effort.

Justification of Program and Performance

Activity: Information and Resource Data Management **Subactivity: Resource Data Acquisition and Management**

Table LXI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
\$	5,467	-16	0	5,451	-16
FTE	88	-3	0	85	-3

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1731) requires preparation and maintenance of an inventory of all Public Land and resources and other uses on a continuing basis, and provides for management of the Public Land through the BLM.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501–3520) provides national federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

❖Objectives❖

The objectives of this program are to:

- improve resource management decision making by supporting automation of certain essential resource data themes through establishing corporate data standards;
- utilize spatial data display technology to support BLM energy, minerals, lands, renewable resource, and resource management planning programs;

- coordinate with other agencies on data standards and exchange to support BLM's ADP modernization efforts and interagency resource data automation;

- provide a process for uniform and consistent data administration throughout the BLM;

- process data using established remote sensing techniques to support BLM field operations; and

- produce accurate maps necessary for resource management.

❖1994 Program❖

The 1993 Enacted Funding Level for the resource data acquisition and management subactivity is \$5,467,000 and 88 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$16,000 and 3 FTE from the 1993 Enacted Level, providing a 1994 Budget Request of \$5,451,000 and 85 FTE.

Under resource data acquisition and management, support is provided for the use of existing technologies to automate certain BLM resource and physical data through the development of consistent corporate data standards and a system of Bureauwide data administration. The costs of actual applications of the technology to resource issues are funded by the benefitting subactivities.

In addition, the closely related fields of photogrammetry and mapping are included to produce maps and data necessary for resource management activities.

Data Administration

BLM has concluded that a Bureauwide data administration effort is critical to the success of its automation and ADP modernization efforts. The experiences gained in prototyping automated systems have assisted in focusing BLM attention on the fundamentals of data administration. The essential elements of a data administration function as implemented by BLM are as follows:

- ① determining what data are needed to make multiple use decisions;
- ② defining the meaning of individual data elements and establishing standards for data automation;
- ③ deciding what data should be automated;
- ④ scheduling when the data should be automated;
- ⑤ determining what levels of quality/accuracy are acceptable;
- ⑥ determining how to minimize duplicative efforts in data automation within BLM and with other land managing agencies; and
- ⑦ establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance access to the data used in making Public Land multiple-use resource decisions.

An effective, operating data administration function provides a clear management and oversight mechanism to synchronize the development of automated technology with the quality of the data to be automated and utilized in the BLM. By establishing data requirements and by defining data standards, BLM reduces the risks of entering unacceptable data into its ADP systems and the

subsequent use of that data in making resource management decisions. It also ensures that the efforts related to automating the many different data themes within BLM will not overlap each other and are appropriately planned and coordinated.

In order to develop data exchange agreements with users outside of BLM, clear guidance on BLM policies for data access and security is required, plus confidence in the completeness and quality of BLM's automated data. Current automated and hard copy records systems require extensive review and updating to determine appropriate ways to achieve conformity with the data standards being established.

Automated Resource Data (ARD)

BLM is increasingly using ARD with existing spatial data display technology to help resource managers make better-informed decisions in a more cost-effective manner. Demonstrated benefits of automated over manual methods in savings of time and money, and in increasing the accuracy of data and in improved data manipulation have greatly expanded the field use of automated information technology.

Automated Resource Data is used where land characteristics, either natural or humanly made, can be designated spatially (i.e. with attributes that allow the display of data in a map-like output) in a computer data base and spatially compared with other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection systems and land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid geographically to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization.

Prototyping of records data manipulation has shown that automated land status data, such as ownership, leases, and withdrawals, can be

combined and displayed spatially with natural resource data for a parcel of land. Consequently, in the future, data from ALMRS could be used with automated resource data combined into a spatial data display application to enhance land and resource management analysis. It will be possible to mutually reference geographic data among the various data bases by using the Geographic Coordinate Data Base as a common referencing structure.

Acquisition of Automated Resource Data

Automated resource data are derived from numerous sources. Some data are digitized from maps containing resource information obtained from BLM's resource inventory activities. Additional data are obtained from the U.S. Geological Survey's (USGS) National Digital Cartographic Data Base (NDCDB) which contains digital terrain data in the form of digital elevation models (DEM) and selected base mapping data such as transportation, hydrography (streams and water bodies), political boundaries, and the Public Land Survey System (PLSS) as digital line graph (DLG) files. BLM will also produce DEM and DLG files to national mapping quality standards on areas where such files are unavailable from the USGS but are critical to BLM management needs. These files are exchanged with the USGS and help the USGS accelerate its own efforts to complete the NDCDB.

Aerial photography and digital satellite imagery are obtained from the EROS Data Center. These remote sensing tools greatly reduce the costs of producing maps whether on paper or in a digital data base. BLM participates in the USGS's National High Altitude Aerial Photography Program at an annual cost of \$250,000.

BLM uses both conventional and high altitude aerial photography for many resource mapping, management, and monitoring applications. Medium-scale color and color-infrared stereo aerial photographs are used for many aspects of BLM's resource management mission. Information is extracted by photo interpretation techniques or

transferred from field reconnaissance. Typical applications include soil survey, range and forest vegetation analysis, recreation and cultural resource assessment, engineering, mineral activity monitoring, potential trespass identification, compliance for realty and minerals authorizations, and cadastral surveys. BLM acquires and uses other aerial photographs for site-specific range-land monitoring and riparian area analysis.

Digital Landsat data have been used extensively for vegetation/land cover mapping in Alaska. BLM has cooperated with the USGS to develop land cover classifications from Landsat data, digital terrain, and field data collected from helicopter surveys. These classifications are merged with other digital resource data and are used for planning purposes.

Resource Mapping Support Activities

BLM produces approximately 100 recreation, wilderness and other maps annually. These maps are derived from base topographic maps produced by the USGS, and display additional information necessary for BLM's management programs such as PLSS data, land and mineral ownership data, recreation, wildlife, wilderness, and administrative boundaries. Information from base maps, together with other resource data such as recreation sites on the Public Land, can be combined in different ways to identify resource conflicts. Traditionally, production of these maps involved drawing the applicable themes on mylar overlays and physically placing them over the base map which was then photographed and printed. With the aid of spatial display technology, data themes can be digitized and electronically overlaid to produce a much wider range of maps for the desired applications.

BLM, in coordination with the USGS, uses aerial photographs to produce orthophotographs (rectified aerial photographs in which terrain relief displacement and camera tilt effect are removed) and orthophotoquads (photographic products made from one or more orthophotographs and matching a standard map format).

These products are especially useful for resource mapping because features mapped on orthophotographs are registered to the corresponding topographic map base and can be digitized and entered directly into a digital data base. This process reduces costs and minimizes inaccuracies.

BLM uses photogrammetry to meet a variety of information requirements. BLM can achieve desired accuracy and currency of topographic information from the appropriate type of aerial photograph. With proper field control, measurement accuracies of less than one foot can be achieved. This type of highly accurate product is required for purposes such as ownership bound

ary surveys, oil and gas well locations, road design, and verifying coal and mineral production reports. Less accurate mapping is required for vegetation and wildlife habitat mapping, estimating timber volumes, and mapping transportation routes and utility lines. Historical files of aerial photographs can be used to monitor changes associated with many applications, such as open pit mine volume calculations, hazardous waste site studies, land boundary changes affected by rivers and streams; the effects of livestock grazing; and to determine potential periods of trespass activity.

Justification of Program and Performance

Activity: Information and Resource Data Management **Subactivity: Automated Land and Mineral Records System Project** **(ALMRS)**

Table LXII Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Change (+/-)	1994 Budget Request	Change from 1993 (+/-)
\$	33,217	-299	+36,500	69,418	+36,201
FTE	270	-10	+14	274	+4

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1731) requires preparation and maintenance of an inventory of all Public Land, resources and other uses on a continuing basis, the identification of the boundaries of the Public Land, and provides for management of the Public Land through the BLM.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

❖Objective❖

The objective of ALMRS is to automate the extensive Federal land and mineral records under BLM's custody, which are heavily used by the public, industry, State and local governments, other Federal agencies, and the BLM itself for many purposes, onto a modern automated system which will support increasing demands for this information and allow data interchange with

other automated applications.

The goal is to implement ALMRS Bureauwide by 1996 in order to:

- improve service to the public by expanding the usefulness and accessibility of the land and mineral records and status data;
- reduce the time involved in processing land and minerals casework by providing automated tools to assist adjudicators, program specialists and managers in performing this work;
- provide greater speed and flexibility in maintaining, updating and accessing minerals, lands, and resources ownership status records, Master Title Plats, and supporting records to support user requirements;
- provide an integrated modern system of computer hardware and software to meet BLM's basic automation needs of the 1990's by "re-hosting" selected administrative and program management applications with ALMRS onto a common automation architecture;
- preserve valuable hard copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records;

- provide capability for multiple user access to the records via automation, thereby increasing efficiency and usability of the records system; and

- link basic land status, ownership and official Cadastral Survey information with resource data systems via the Geographic Coordinate Data Base (GCDB) to facilitate identification of actual parcels and resources on the ground for planning and environmental analysis, and to meet other natural resource management operational requirements.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the ALMRS/Modernization Project is \$33,217,000 and 270 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$299,000 and 10 FTE from the 1993 Enacted Level, providing a 1994 continuing program level of \$32,918,000 and 260 FTE.

When operational, ALMRS will replace an outdated, manual, paper copy system which is cumbersome and expensive to use and keep current, with a faster and more efficient system to support adjudication and management of land and mineral cases, and provide better land title and mineral records services and land ownership information to the public, other Federal agencies, state and local governments, and private industry. The official Public Land records cover land and mineral ownership data for more than 46,000 townships (encompassing approximately one billion acres) for which BLM has surface and/or subsurface management responsibilities for the Federal government.

The primary documents in the existing Public Land records system are:

- *The Master Title Plat* – A composite of the survey plats of a township (generally a 36 square mile area) on which current ownership and land status (availability, encumbrances, etc.) are cartographically described;

- *Historical Index* – A chronological summary of

all actions which affect or may affect title to, disposition of, or use of, land and resources within a township;

- *Serial Register Page* – A chronological list of each use transaction (e.g., lease or permit) which has been requested or granted affecting a parcel of the Public Land; and

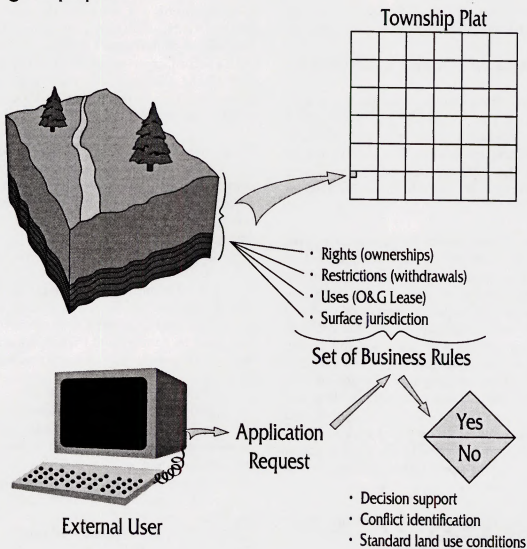
- *Patent Records* – A record of the Government deeds (patents) which have been issued to convey legal title of public domain lands to another party (e.g., a person, company or State), with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

ALMRS provides for the logical progression from the existing labor-intensive, paper-copy format, manual records system developed beginning in 1955 to a modern, automated system. The automated system is needed not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties. ALMRS can also provide a pioneer modern automated land ownership and records system that could be adopted and used by other Federal and possibly state or local governmental agencies.

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting the BLM, other Federal agencies, State and local governments, industry, and the general public. Through the initial ALMRS work, BLM has already developed an interim on-line, automated case management system which is capable of providing automated serial register pages, various

The Core of ALMRS

Land Availability: The capability to identify a parcel of land for a given purpose.



statistical reports, case counts, individual case tracking, and case abstracts. All new land and mineral cases are entered into and tracked by the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.

ALMRS/Modernization Project

To develop and implement ALMRS/Modernization, BLM utilizes the "Life Cycle" management approach which is consistent with Federal Information Processing Systems (FIPS) standards from the National Institute of Standards and Technology. System design and development is being accomplished by BLM with the assistance of a series of contractors. BLM also provides project management, determines user requirements and technical system requirements, and develops and administers the necessary contracts for system design support. BLM works closely with the Department of the Interior and Office of Management and Budget to develop and monitor major project milestones to verify project progress.

To ensure that the ALMRS applications software can meet the BLM's land and mineral records and case processing functional requirements prior to incurring costs of Bureauwide implementation, BLM developed an "ALMRS Core Prototype," which was demonstrated to officials of DOI, OMB, and Congressional staff representatives in 1992. The prototype will be fully documented in 1993, and the ALMRS/Modernization contractor will be provided with the prototype software documentation to "re-engineer" to operate on the new system platform.

In order to ensure integrated system software and hardware in BLM ADP operations, the ALMRS/Modernization contract will also require the successful contractor to "re-host" the improved administrative and program management software to the target platform. This component of the ALMRS/Modernization project will provide BLM with the capability to support certain automated program and administrative management

applications, such as property inventory, motor vehicle; economic analysis; the wild horse and burro data system, timber management inventory and sale data; receipts management, and interfaces to the Department-wide payroll, personnel and financial management systems.

By 1993, BLM will have completed a Software Improvement Plan to allow for moving selected program management and administrative applications from the BLM's various existing mainframes and minicomputers to the common ALMRS/Modernization platform and operating environment. In most cases, the existing ADP applications to be moved and translated were initially designed many years ago to operate in the single-use, slow in execution line-by-line ("batch") environment and on far slower, earlier generations of ADP technology. They had not been upgraded to utilize the newer operating systems and faster hardware processing capabilities of modern ADP equipment. The program software of these applications will be "re-hosted" to the new ALMRS system platform in 1993 and 1994.

BLM issued the ALMRS/Modernization Request for Proposals (RFP) in 1991. Contract award is scheduled to take place in April, 1993. Initial system deployment and re-hosting of administrative systems is scheduled to be completed by the end of December 1994. Bureauwide implementation of ALMRS/Modernization will be completed in 1996.

ALMRS Data Automation

Collection and preparation of appropriate data for automation and use in ALMRS has been and continues to be underway. ALMRS data types include legal land description, land status, and geographic coordinate data. Legal land description data are the alpha-numeric descriptions of a parcel of land as defined by the Public Land Survey System. Land status data describe the bundle of property rights associated with each parcel of land. These characterizations include land surface and mineral ownership, leasing actions, easements granted, mining claims, and a

number of other actions which affect the availability of a given tract of land or its resources for governmental or private use. BLM has conducted extensive data flow analysis and data modelling to ensure that the data in the system can be used to achieve the functionality required for records and case processing.

Geographic coordinate data match the property corners established by cadastral surveys under the Public Land Survey System of rectangular grids and subdivisions with the longitude, latitude, and elevation of points on the earth's surface. The Geographic Coordinate Data Base (GCDB) is necessary to provide spatial data representations that will enable BLM to use ALMRS to produce master title plats, use plats, and other map graphics to display records data graphically and to relate them both to other data themes and to real points on the ground.

Collection of Legal Land Description data has been completed. Collection of land status data was completed in 1992, except for certain data related to land withdrawals. Systematic collection and preparation of geographic coordinate data—covering some 1.24 million square miles (34,498 townships)—began in 1989 and is scheduled to be completed by December 1996. Of the total number of townships scheduled for collection 9 percent are being currently collected, 10 percent are being reviewed for acceptance into the geographic data database, 25 percent have been accepted into the database, and 56 percent have yet to be collected. Enough GCDB data, however, will be available to make it possible to implement ALMRS Bureauwide during 1995 and 1996. (Only some lower priority and/or highly complex smaller areas will not have been covered by GCDB by then.)

Experience gained in earlier pilot project and prototyping efforts conducted by BLM has shown that the most important and management intensive aspect of successful project implementation is in determining the applicable system data standards and building of the data base. The collected ALMRS data will be maintained and prepared for conversion to the BLM ALMRS/

Modernization platform through the use of BLM software applications called Records Releases Numbers 1 and 2.

ALMRS/Modernization Project Implementation Schedule

Major milestones in the ALMRS/Modernization project implementation schedule are jointly developed with the Department of the Interior and the Office of Management and Budget. The current schedule is as follows:

Table LXIII ALMRS Milestone Schedule.

Event (those rows bolded are completed actions)	Date	Fiscal Year
<i>Completion of Data Collection and Preparation for</i>		
Legal Land Description	9/90	1991
Land Status	9/92	1992
Geographic Coordinate/Land Survey Data	12/96	1997
<i>ALMRS Core Prototype Software Development</i>		
Begin	1/91	1991
Complete	6/92	1991
<i>ALMRS/Modernization Contract</i>		
Issue RFP	5/91	1991
Award Contract	4/93	1993
<i>Administrative Software Re-hosting and initial system implementation</i>		
Begin	5/93	1991
Complete	12/94	1995
<i>ALMRS Core Prototype Re-engineering</i>		
Begin	12/93	1994
Complete	3/95	1995
<i>ALMRS Bureauwide Implementation</i>		
Begin	11/94	1995
Complete	7/96	1996

❖1994 Program Increase❖

Table LXIV Program Change (\$ 000s).

	1994 Budget Request	Program Change (+/-)
\$	69,418	+36,500
FTE	274	+14

The 1994 Budget Request is \$69,418,000 and 274 FTE, a program increase of \$36,500,000 and 14 FTE. The increase consists of the following described program changes.

The 1994 Budget represents a watershed year in which the ALMRS project makes the transition from planning to actual implementation. As is described below, the program increase will be used for installation, to keep on schedule with planned achievement of full Bureauwide implementation by 1996.

A delay in the funding stream will cause a postponement of the realization of the immediate benefits of Phases 1 and 2 of ALMRS by BLM, the public, and other governmental agencies and future implementation of the "Resources Component" (Phase 3) would be delayed to past the year 2000. Without this 1994 increase, additional costs will be incurred, as BLM is forced to: (1) continue inefficient manual records searches; (2) utilize computer hardware and software that is obsolete and increasingly more expensive to maintain; and (3) continue to purchase replacement computer hardware without the cost advantage of the larger procurement contract.

To assure success of the ALMRS project the BLM—assisted by the oversight of the DOI and OMB—has designed and implemented a management process which will assure that funds are utilized in a effective and efficient manner to achieve the project goals.

The ALMRS/Modernization contract is to be awarded in April 1993. The first phase of implementation including delivery of hardware and data telecommunication systems, re-hosting of selected software, and providing user and technical training on the new system for the "administrative rehost" component of the ALMRS/Modernization will begin shortly after contract award. This phase will be completed and implemented on a Bureauwide basis in all State Offices by the end of December 1994.

For the second phase of the project ("the ALMRS System"), 1994 represents a year of completing the development of certain integrating software by the contractor, and initial installation and testing of ALMRS functions at selected test sites, prior to beginning Bureauwide implementation in 1995.

The ALMRS Budget level of \$69,418,000—including the increase of \$36,500,000—will be used by the BLM and ALMRS/Modernization contractor to:

- procure the hardware, software and data telecommunications systems to allow concurrent implementation of the administrative systems to operate on the new platform in all States and retire the existing Honeywell computer systems;
- complete the re-engineering of the "ALMRS Core Prototype" software and prepare the necessary operating system environment, relational database management systems software, and other associated systems design to provide the ALMRS initial operating capability (IOC) for Bureauwide installation;
- install the ALMRS system—including data loading—in the pilot sites and perform testing and evaluation of ALMRS at those sites;
- begin physical preparation of the remaining sites for Bureauwide installation of the ALMRS component during 1995 and 1996; and,
- accelerate the level of collection of GCDB spatial data (+2,491 townships) and continue quality improvements of other ALMRS data.

ALMRS implementation will assure that the following benefits are realized:

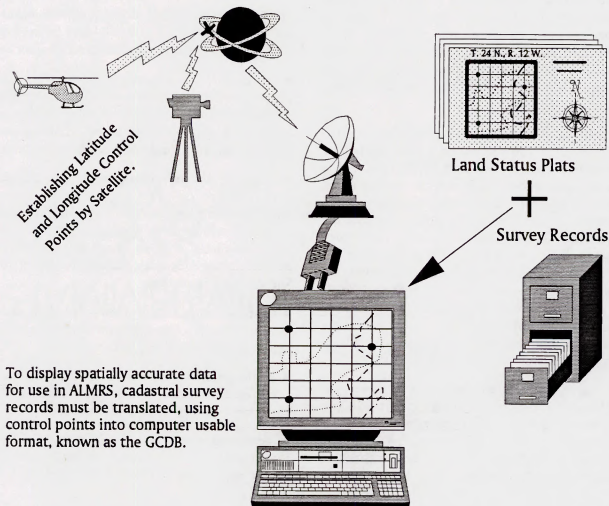
- ① the user public will benefit through easier access to Public Land records through automation;
- ② BLM will be able to serve the public more rapidly by meeting the increasing volume and sophistication of their requests for data and land use authorizations;
- ③ other governmental organizations at the Federal, State, and local levels, will have access

to BLM data in electronic form, thus in many cases eliminating duplication of effort and staff time devoted to duplicate data entry and resolving inconsistencies in data;

④ BLM will realize the economies of automation, such as reduction of expenditures for record restoration, physical storage costs for hundreds of millions of paper records and avoiding the potential loss of data stored on paper; and,

⑤ finally, realize the estimated return on investment from the cost benefit analysis performed for the ALMRS project of nearly 4 to 1.

The Geographic Coordinate Database

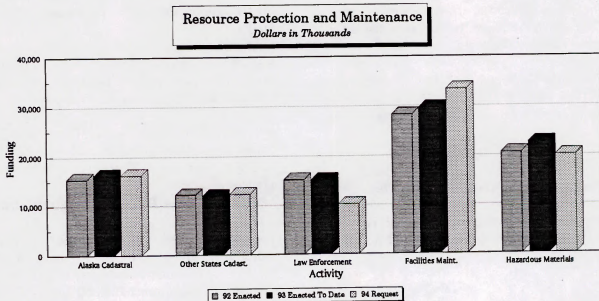


Activity Summary

Activity: Resource Protection and Maintenance

Table LXV Activity Summary, Resource Protection and Maintenance (\$ 000s).

Subactivity	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Alaska Cadastral Survey	15,477	16,241	-28	0	16,213	-28
Other States Cadastral Survey	12,212	11,989	-56	+350	12,283	+294
Resource Protection & Law Enforcement	15,385	15,171	-35	-5,000	10,136	-5,035
Facilities Maintenance	28,215	29,602	-293	+4,000	33,309	+3,707
Hazardous Materials Mgt.	20,487	22,521	-67	-2,500	19,954	-2,567
<i>Total</i>	<i>91,776</i>	<i>95,524</i>	<i>-479</i>	<i>-3,150</i>	<i>91,895</i>	<i>-3,629</i>



Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Alaska Cadastral Surveys

Table LXVI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	16,241	-28	0	16,213	-28
FTE	150	-5	0	145	-5

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711, 1738) authorizes the delineation of boundaries of the Federal Interest lands (those in which the Federal government has right, title, or interest).

The Alaska Native Claims Settlement Act of 1971 (ANCSA) (43 U.S.C. 1612) requires the survey of Alaska Native lands for conveyance to Native corporations and individuals.

The Alaska Statehood Act, as amended (48 U.S.C. Chap. 2 note) requires the survey of lands for conveyance to the State.

The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) (16 U.S.C. 3101 et seq.) requires maps and legal descriptions for certain areas.

❖Objectives❖

The objectives of this program are to:

- support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, and ANILCA;

- complete surveys through the use of the Patent Plan Process;

- survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA, and the Alaska Statehood Act;

- record and preserve land (cadastral) survey data and records for use by the Federal and State governments and other entities;

- as an integral part of the Automated Land and Mineral Records System, operate and maintain the Geographic Coordinate Data Base (GCDB) for Alaska.

- integrate the application of Global Positioning System (GPS), and other developing technologies into land management applications; and

- develop, through the Federal Geographic Data Committee, cadastral survey data standards to facilitate land survey data exchanges among agencies.

❖1994 Core Program Activity❖

The 1993 Enacted funding level for the Alaska cadastral program is \$16,241,000 and 150 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$28,000 and 5 FTE from

the 1993 enacted level, providing a 1994 Budget request level of \$16,213,000 and 145 FTE.

The primary focus of the program is to support land transfers to the State of Alaska, Native corporations, and individuals, as required by legislation such as the Alaska Statehood Act, ANILCA, the Native Allotment Act, as well as other programs.

In total more than 155 million acres in Alaska will be transferred from Federal to other ownership. Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native selections be surveyed, but so must the thousands of inholdings such as those related to ANCSA §14(h) (cemetery and historic sites), mining claims, Native allotments, etc. Additional surveys will also be required for ANCSA §14(c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. This complexity, as well as the remoteness of the lands and difficult topography, results in relatively high cost surveys in Alaska as compared to the other States. Survey costs are also affected by the increased use of contracting procedures under the *Indian Self-Determination and Education Assistance Act* (P.L. 93-638).

BLM initiated the Alaska Patent Plan Process to ensure that Alaska lands program actions and cadastral survey actions facilitated land patenting in an efficient and effective manner. The Patent Plan Process identifies all the various lands adjudication and survey needs within a particular "geographic window." Within these "geographic windows" intense and concentrated efforts are made to survey all inholdings, Native allotments, corporations, village selections, State selections, and all navigable meandering water bodies concurrently within each "window" before surveying in other geographic areas.

Criteria for establishing the priorities for survey have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC)

through representatives from the State, Native interests, individual Native corporations, and Federal agencies, recommend priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process is best demonstrated over a 5-year cycle, rather than on an annual basis. The result of this process is a slight reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives are increased.

Two major types of land (cadastral) surveys are executed in Alaska:

① original surveys under the Public Land Survey System (PLSS) which were established by Congress in the Land Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the Federal interest land as well as the authority to execute resurveys when needed to determine the boundaries of the Federal interest land for management purposes. Completion of original surveys is the major workload required for Alaska land conveyances, including surveys of inholdings and other land claims.

② resurveys are performed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the property boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource management and development activities. This is a minor workload in Alaska.

Starting in 1994, the Alaska Cadastral Survey program will be responsible for the operation and maintenance of the Geographic Coordinate Data Base (GCDB) for Alaska including any additional GCDB data collection necessary to support BLM's Alaska Automated Land Mineral Recordation System. Geographic coordinate data match the survey corners established by cadastral survey under the Public Land Survey System of rectangu-

lar grids and subdivisions with the longitude, latitude, and associated attributes. GCDB is necessary to reference ownership records both to other data themes and to real points on the ground. By the end of 1993, 2,945 townships of GCDB data will have been approved. This will enable BLM to use existing automated land and mineral records in Alaska to produce master title plats and to display some records graphically. However, the full benefits of automation will not be achieved until the Bureauwide ALMRS/Modernization system architecture is installed in the BLM Alaska organization, after award of the ALMRS-Modernization contract.

Approved cadastral surveys have been completed for only a small fraction of Alaska. BLM is conducting the rectangular surveys in conjunction with State and Native selections to improve survey efficiencies and the Patent Plan Process.

As new township and other surveys are completed, new GCDB data attributes will be added to the current Alaska GCDB. At the 1994 Budget level, approximately \$200,000 will be directed towards operation and maintenance of the existing GCDB data base and completion of an additional 50 townships of GCDB data collection.

At the 1994 Budget Request level approximately 1,110 miles of original survey and 10 miles of resurveys are expected to be completed. The 1994 program output, both for original surveys and for resurveys, is decreased over the 1993 Enacted Funding Level because of the added expense for both contracting and contract administration under P.L.93-638 provisions.

Table LXVII Alaska Cadastral Survey Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted to Date	1994 Budget Request	Change From 1993 (+/-)
Original Survey (miles)	1,270	1,280	1,110	-170
Resurvey (miles)	61	60	10	-50

Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Other States Cadastral Surveys

Table LXVIII Subactivity Summary (\$ 000s).

	1993 Enacted To date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	11,989	-56	+350	12,283	+294
FTE	211	-7	+2	206	-5

◆Authorizations◆

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land, or in anyway respecting such Public Land; and also, as relates to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1711, 1738) authorizes the delineation of boundaries of the Federal Interest lands (those in which the Federal government has right, title, or interest).

◆Objectives◆

The objectives of this program are to:

- provide land (cadastral) survey services, which include the marking and interpreting of the Public Land Survey System (PLSS) boundaries, in support of BLM's lands and realty, energy and minerals, forestry, hazardous waste, law enforcement, cultural, and other renewable resource programs;
- provide other Federal agencies with the same array of land survey services as delivered to BLM's land managers;
- integrate the application of Global Positioning Systems (GPS), and other satellite positioning systems technologies into land management application;
- develop, through the Federal Geographic Data Committee, cadastral survey data standards to facilitate land survey data exchanges among agencies; and
- record and preserve land (cadastral) survey records for use by Federal and State government agencies.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the cadastral survey program is \$11,989,000 and 211 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$56,000 and reduce 7 FTE from the 1993 Enacted Funding level, providing a 1994 continuing program level of \$11,933,000 and 206 FTE.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal land. The Secretary has delegated this authority to BLM. Boundaries of the Federal interest lands (those in which the Federal government has right, title, or interest) must be delineated on the ground and in the official records of the BLM, as determined by a land survey, prior to issuing a patent or to conducting many types of resource actions. BLM is responsible for the creation, maintenance, and interpretation of all official land survey records of Federal Interest lands.

Cadastral Survey and Support to Other BLM Programs

In support of priority programs, BLM will:

- complete original surveys where necessary as a prerequisite to patenting of Public Land;
- establish precise, on-the-ground boundaries for leases or other uses of the Public Land (e.g., re-establishing original surveys on lands with significant mineral resources, for Congressionally-designated wilderness, and for cultural, recreational, or other special resource areas;
- determine and mark precise boundaries to avoid: trespass between non Federal and Federal land; and
- interpret cadastral survey and land ownership data for BLM's Automated Land and Mineral Records System in support of lands and realty actions, trespass abatement, hazardous waste liability, etc.

All cadastral surveys in the lower 48 States are initiated to resolve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, BLM initiates those types of survey only when needed to resolve a specific management problem.

Two major types of cadastral surveys are executed for the Federal lands:

- ❶ original surveys under the PLSS which were established by Congress in the Land Ordinance of 1785. Original surveys may also include surveys of omitted Public Land islands. Since the resurveys are generally higher priority than original surveys, completion of the original surveys has been deferred except for those required for trespass abatement and resource management.
- ❷ resurveys are performed to re-establish the boundaries executed in the original survey or to restore boundary monuments that have been lost or have deteriorated since the original survey. Resurveys are required to identify the property boundaries for all on-going land conveyances.

Cadastral Survey Support to Other Agencies

Approximately 40 percent of the land surveys performed by BLM are in support of other Federal agencies. BLM has agreements with the National Park Service (NPS), the Forest Service (FS), and the Bureau of Indian Affairs (BIA) for conducting land surveys work and for providing other cadastral survey services. BLM receives approximately \$2,500,000 annually through transfer of funds from the FS for accomplishing surveys on FS administered land and \$2,300,000 annually through reimbursement from BIA for accomplishing surveys on Indian Reservation land. NPS survey requests are intermittent and generally consist of a specific Park boundaries. BLM often provides funding to supports these interagency efforts.

BLM also has agreements with the Forest Service

and NPS which allow these Federal agencies to conduct their own field cadastral surveys for their own lands. When these agencies perform their own field cadastral surveys, BLM provides a search of land title records, records of previous surveys, and provides survey special instructions. BLM is also responsible for all records management following survey approval.

BLM also provides technical guidance to private land surveyors on complex cadastral survey issues within their area of jurisdiction. In addition, BLM interprets the Manual of Surveying Instructions for Federal, state, and county courts in support of litigation involving the Public Land Survey Systems. The Manual provides the basis for State survey law in 31 of the 50 States.

Accomplishments

At the 1994 funding level, the BLM will complete 50 miles of original surveys and 3,350 miles of resurveys in direct support of program activities; as follows:

- original surveys totaling 50 miles of line are needed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of lands previously omitted from the original surveys;
- resurveys totalling about 3,350 miles of line are needed to locate obtain legal property descriptions for resolving only the highest priorities of cases under the Unintentional Trespass Act, for proposed exchanges, and for efforts to solve some of the unauthorized occupancy situations which exist on the Public Lands; and to support energy development programs in areas of extensive intermingled public/private lands.

In 1994, survey of energy and mineral rich lands will continue. However, increased emphasis will be given to implementing new initiatives such as establishing cooperative land survey project offices in urbanized areas (*i.e.* southern California and other large western metropolitan areas) and in areas that contain multi-agency resource or

land ownership conflicts (*i.e.* along the Snake, Salmon, Colorado, Red Rivers, etc and the legal owner of islands that occur within these rivers.). These project offices will not only be more cost-effective but they will concentrate on current resource issues that face Federal interest lands and the public.

Because land ownership surveys are focusing more on high value lands these surveys have become more complex and often require the land surveyors to prepare legal testimony once the survey results become public. Partly for these reasons and because the growing cost of survey records preservation and automation, the actual number of cadastral survey miles accomplished annually is decreasing.

Micrographics

The Cadastral Survey program also has responsibility for the system for protecting land and survey records being collected in the Western U.S. The primary mission of the micrographics program is to preserve Cadastral survey records for use by governmental and private entities in land management activities. BLM directs approximately \$400,000 for micrographics work for this effort. The project involves micro-filming several hundred thousand survey plats; and abstracting, indexing, and filming several million pages of field notes.

❖1994 Program Increase❖

Table LXIX 1994 Program Change (\$ 000s)

	1994 Budget Request	Program Changes (+/-)
\$	12,283	+350
FTE	206	+2

The 1994 Budget Request is \$12,283,000 and 204 FTE, a program increase of \$350,000 and 2 FTE.

The General Land Office Records Preservation Project: +350,000; (+2FTE)

The 1994 Budget Request includes an increase of \$350,000 and 2 FTE from the Information Systems Operation and Maintenance subactivity to fund a portion of the operational General Land Office records preservation activities at the Eastern States Office (ESO). These funds will continue the ongoing project to protect and preserve the cadastral records located in BLM's Eastern States Office.

These documents include 30,000 cadastral survey plats and 1,750 volumes of accompanying cadastral survey field notes. Many of the Eastern and mid-Western land and survey records are maintained at the ESO. These records often date back more than 200 years, with most of the documents being over a 100 years old. These records are of historical significance and provide critical information about land that has been transferred in and out of Federal ownership. These records are often essential for current land management activities on Federal, State and private land.

Age and continued heavy use by both BLM and the public have led to deterioration of these valuable land records. To preserve them BLM is having them scanned onto optical disks and is developing an automated index to facilitate their uses. This project also involves electronically scanning the original survey records in order to protect the older paper file records from use.

Table LXX Cadastral Survey Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
Original survey	60	50	50	0
Resurvey	3,700	3,550	3,350	-200

Justification of Program and Performance

Activity: Resource Protection and Maintenance **Subactivity: Resource Protection and Law Enforcement**

Table LXXI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	15,171	-35	-5,000	10,136	-5,085
FTE	155	-5	-15	135	-20

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (FLMPA) (43 U.S.C. 1733) authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of Public Lands, including the property located on these lands, and authorizes the Secretary to designate Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with appropriate local officials to assist.

The Federal Uniform Crime Reporting Act of 1988 (28 U.S.C. 534) requires Federal agencies collecting data on crimes to report that data to the Attorney General in a manner prescribed by the Department of Justice.

◆ Objectives ◆

The objectives of the resource protection and law enforcement program are to:

- ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the Public Land, resources, and users as directed by FLPMA;

- investigate incidents of unlawful acts against Public Land, resources, and users, and bring to justice those responsible through an effective law enforcement program.

- protect Federal natural, cultural, and historic resources from unlawful activities; and

- reduce the cultivation and/or possession of illegal drugs on Public Land.

◆ 1994 Core Program Activity ◆

The 1993 Enacted funding level for the Resource Protection and Law Enforcement program is \$15,171,000 and 155 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$35,000 and 5 FTE from the 1993 enacted level, providing a 1994 continuing program level of \$15,136,000 and 150 FTE.

BLM law enforcement work is multi-faceted involving protection of the different resource values and the many users of the Public Land across a vast area of land. The work entails criminal investigations, developing cases for prosecution, developing intelligence on wide-

spread organized criminal activity, and establishing cooperative law enforcement arrangements for Public Land and resource protection. Investigative contacts are developed to provide information for investigations and give exposure and visibility to BLM resource protection efforts. The information can result in grand jury testimony, search and/or arrest warrants being issued and served, and cases being presented for prosecution, all of which resolve criminal acts or serve as deterrents to further violations.

BLM has 74 special agents assigned mostly to BLM State Offices to conduct criminal investigations for resource protection and Federal law enforcement. The BLM's resource protection responsibilities are enhanced by 182 BLM law enforcement Rangers who enforce Federal laws and regulations, emphasizing compliance with resource protection measures, visitor services, protection of Federal property and employees, and crime prevention through field contacts and patrols of vast areas of the Public Land. Sixty-four of the BLM Rangers are assigned to the California Desert District.

Automated Crime Statistics Reports

BLM is required by the Federal Uniform Crime Reporting Act of 1988 to begin reporting law enforcement statistics to the FBI under the National Incident-Based Reporting System (NIBRS) by 1994. Funds within the 1994 program level are being used to develop and operate an automated incident reporting system (LAWNET) to meet this requirement. The system will also assist in tracking incidents, investigations, and violations on the Public Land in support of the BLM's resource protection programs.

Investigations

Investigative efforts support all of the BLM's resource management programs. During 1994 BLM will emphasize reduction of unauthorized uses and illegal activities relating to archaeological resources, energy and minerals, forestry, recreation, and the illegal disposal and storage of hazardous materials.

- **Archaeological Resource Violations:** Preventing the destruction of antiquities and illegal removal of archaeological resources are major areas of emphasis. BLM concentrates on enforcement of the Archaeological Resources Protection Act and other relevant statutes implementing the archaeological portion of law enforcement plans. These efforts include:

- **Law Enforcement** – includes criminal enforcement actions conducted by BLM Special Agents and Rangers to bring to justice those responsible as well as actions conducted in cooperation with other Federal, State, and local law enforcement personnel;

- **Detection** – includes use of remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;

- **Public Awareness** – encompasses a public education program to make visitors and users aware of the laws, regulations and policies that govern Public Land and issues related to resource management objectives; and

- **Employee Awareness** – involves training employees on how to identify and report violations encountered while working on the Public Land;

- **Four-Corners Cultural Resources Special Investigations/Effort.** This involves BLM in interagency investigative efforts to combat theft and destruction of cultural resources in the Four-Corners region of the United States. Emphasis is placed on identifying and bringing to justice persons stealing and marketing cultural resources in an attempt to reduce the supply of illegally obtained antiquities. BLM special agents are involved in joint Federal/State interagency operations designed to coordinate agency resources and cooperatively increase archaeological protection efforts. Within the 1994 Budget level, \$500,000 continues to be directly devoted to this effort.

- Several other special investigative efforts are also conducted relating to Public Land and resource protection covering a variety of programs.

Some of them are:

- **Oil and Gas Theft:** The Secretary of the Interior has delegated the responsibility for criminal investigations related to theft of oil and gas products on Federal and Indian leases to BLM. This additional responsibility increases criminal investigations and related investigative audits conducted by the BLM. Agents work with and interview witnesses and other sources about the theft; conduct crime scene investigations; determine how the theft took place (*i.e.* by trucking it away, by changing the temperature, or some other method); and conduct follow up work to identify the perpetrator and present cases for prosecution.
- **Hazardous Materials:** BLM special agents investigate incidents of alleged illegal disposal, storage, or handling of hazardous materials on Public Lands.
- **Theft of Forest Products and Other Vegetative Resource:** BLM conducts investigations and participates in joint investigations of theft and unauthorized removal of forest products and vegetative resources.
- **Yew Bark Theft:** Some BLM State Offices are involved in the management of the Pacific yew tree that produces the substance taxol in its bark which has proven to be effective in the treatment of certain types of cancer. Widespread publicity has resulted in increased theft of this valuable resource. BLM law enforcement efforts to combat such illegal activities have been increased to combat theft of this resource.

Drug Enforcement

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the Public Land. Drug enforcement activities on the Public Land are important because such illegal activities

not only impact resource values (*e.g.*, diverting and fouling water sources, abandoning contaminated materials, destroying timber and wildlife habitat), but also endanger Public Land visitors, users, and BLM employees. The Resource Protection and Law Enforcement program emphasis consists of intelligence gathering, cannabis eradication, and subject identification/arrest efforts related to both cannabis and other illegal drug activities.

Resource and Visitor Protection

As the population of the western United States has increased, the demand for Public Land resources and uses has skyrocketed. BLM has pursued many special programs and initiatives such as, Recreation 2000, Fish and Wildlife 2000, Watchable Wildlife, and Adventures in the Past, etc. to help meet this growing demand. As a result of the additional use there is a commensurate responsibility to educate the public, improve public health and safety services, and to protect fragile resources. These factors have dictated a need to expand the BLM Ranger program. The law enforcement services provided by the 182 BLM Rangers are directed at supporting the enforcement and compliance issues of the various BLM resource programs. The cost of Ranger activities is funded by the benefitting subactivities for which Rangers perform work. However, the Rangers receive law enforcement-related technical oversight, equipment and training and funding for these items through the law enforcement program subactivity.

Rangers conduct patrols and provide a visible BLM presence at selected high use areas and in remote locations to reduce violations of law and regulations, vandalism to facilities, off-highway vehicle violations, and cultural resource and vegetative product theft. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to detect any unusual occurrences and potentially illegal and unauthorized uses on the Public Land. While in the performance of their duties, Rangers often

provide a necessary public service by giving directions, answering questions, and providing emergency search and rescue assistance.

Cooperative Agreements

Section 303 of FLPMA authorizes BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Land. Since 1976, law enforcement agreements have been signed with local law enforcement agencies in most of the western States. These agreements emphasize the enforcement of State laws and local ordinances on the Public Land. The actual number of law enforcement agreements can vary from year to year because agreements may be on a county-wide basis for specific problem areas, or for a specified, limited time period (such as long holiday weekends).

An estimated 18 agreements will be in effect during 1994. Special Agents-in-Charge in each BLM State Office manage the cooperative agreements. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem.

◆1994 Program Decrease◆

Table LXXII 1994 Program Changes (\$ 000s)

	1994 Budget Request	Program Changes (+/-)
\$	10,136	-5,000
FTE	135	-15

The 1994 Budget request is \$10,136,000 and 135 FTE, a program decrease of \$5,000,000 and 15 FTE. The decrease consists of the following program change:

Drug enforcement: -\$5,000,000 (-15 FTE)

The decrease of \$5,000,000 and 15 FTE will be achieved by significantly reducing BLM's involvement in drug enforcement and interdiction efforts along the U.S.-Mexico and U.S.-Canada borders. BLM will re-focus and concentrate its remaining specifically identified drug enforcement funds on particular Public Land-related drug problems, such as eradicating illegal marijuana plantations, drug manufacturing sites (e.g., "meth labs"), and other serious drug violations which occur on the Public Land that directly endanger natural resource values, Public Land users, and BLM employees.

The BLM role in border drug interdiction efforts is of marginal value in achieving the BLM's principal mission of natural resource and environmental protection, and assuring the safety of the Public Land users. Drug control along the U.S. borders is the principal responsibility of other Federal Agencies, such as the Border Patrol, the Customs Service, and Drug Enforcement Agency. These are agencies that specialize in drug enforcement methods, particularly interdiction of drug smuggling, and gathering intelligence on major drug activities.

Specifically, the reduction will be achieved by reducing 15 FTE associated with border drug interdiction work; scaling back funding for equipment purchases, aircraft overflights for interdiction, other drug related contracts, participation in interagency border interdiction and intelligence task forces and investigations; and funding for some cooperative agreements associated with drug enforcement, especially along the border areas.

Table LXXIII Law Enforcement Agreements (Number Signed).

State	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
Alaska	0	0	0	6
Arizona	5	2	0	-1
California	25	20	0	-15
Colorado	6	0	1	-5
Idaho	1	1	0	-1
Montana	0	0	0	0
Nevada	0	0	0	-1
New Mexico	0	0	0	0
Oregon	28	23	11	-12
Utah	5	2	0	-2
National Office	3	3	0	-3
Total	73	58	18	-40

Table LXXIV Law Enforcement Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
<i>Investigation/Enforcement (No. of Investigations):</i>				
Wild horse and burro abuse	80	30	30	0
Timber theft	75	80	90	10
Wildland arson	110	120	120	5
Antiquities theft and destruction	75	75	80	5
Mineral, Resources theft and fraud	190	130	120	-10
Theft and destruction of government property	310	320	330	10
Recreation site violations	80	30	120	10
Occupancy trespass	100	110	120	10
Drug Violations	520	500	250	-250
Total	1,485	1,515	1,300	-215
Uniform Crime Report Total	6,819	6,850	6,155	-195

The above table consists of resource program areas where BLM law enforcement personnel contribute the bulk of their time. The numbers were derived from BLM's Uniform Crime Report (UCR) statistics, which track total numbers of offenses. Future efforts will be directed to improving the link between UCR reporting categories and natural resource protection workloads.

Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Facilities Maintenance

Table LXXV Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	29,602	-293	+4,000	33,309	+3,707
FTE	390	-14	+5	381	-9

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701, 1731-1732, 1762) provides authority for the maintenance of facilities required for the protection, development, and management of lands and resources; and directs that Public Land be managed to protect scenic, historical, and archaeological values, and provide for outdoor recreation and human occupancy and use.

❖Objectives❖

The objectives of this program are to:

- upgrade and appropriately maintain facilities on the Public Land for public use and enjoyment and resource protection as part of the President's Investment in America's Infrastructure initiative;
- provide maintenance of BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems (roads, trails, and major bridges) on the Public Land (outside of western Oregon) in order to:
- protect resource values;

- provide for the safety and health of Public Land users and BLM employees;
- provide improved access to Public Land including access for the disabled;
- maintain the public investment in the facilities owned by BLM and;
- maintain the usefulness of facilities for the purposes for which they were constructed;
- establish appropriate maintenance levels for inventoried facilities and develop maintenance plans and schedules for the long term maintenance of the facilities;
- provide any additional retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures if identified in technical surveys; and
- provide project survey, design and other professional engineering/architectural services for the development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for facilities maintenance is \$29,602,000 and 390 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$293,000 and 14 FTE from the 1993 Enacted Level, providing a 1994 continuing program level of \$29,309,000 and 376 FTE.

The facilities maintenance subactivity provides maintenance (outside of western Oregon) to BLM buildings, administrative sites, recreation facilities, trails, and transportation systems as well as basic engineering support services for maintenance and construction actions regardless of funding source. The 1994 program continues BLM's initiative to improve the condition of its facilities and reduce the backlog of maintenance needs. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects.

The original acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at over \$500,000,000. Current replacement value exceeds \$750,000,000. Many older and some new facilities were acquired at no cost, as property transfers from other Federal or State agencies, or as abandoned property (such as roads) from a variety of past users. The funding level for facilities maintenance represents about 6 percent of original acquired value.

Facility Inventory Maintenance Management System (FIMMS) Development

In 1988, BLM initiated the development of its automated FIMMS, a national system designed to incorporate facility inventory, current status, maintenance costs, and desired condition data for use in determining and setting priorities for maintenance needs for all BLM-owned facilities. By the end of 1990, BLM had completed development of system data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The initial field condition survey of all BLM facilities was completed by the end of 1992.

The FIMMS is designed to be used by BLM managers to administer the overall facilities maintenance program effectively. Beginning in 1992 BLM managers began to use data from the FIMMS to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs.

Buildings

The BLM is responsible for maintaining approximately 2,075 BLM-owned structures and buildings including office buildings, warehouses, shops, storage buildings, fire stations, lookouts, water and sewer systems, and parking, which have an estimated replacement value exceeding \$250 million (outside of western Oregon). These structures vary from complex administrative sites (431) and the larger visitor centers to small radio repeater buildings and well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

Building maintenance includes the following functions:

- repair work, such as repairing water, sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;
- energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- routine maintenance work, such as repainting and replacing broken windows;
- grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement on parking and storage areas; and
- modification to improve accessibility for the disabled.

About 150 office buildings and 690 other BLM-owned buildings will be maintained at 1994 continuing level. BLM will also maintain 100 potable water and sewer systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems to ensure that structures are maintained in a safe and usable condition.

Recreation facilities

BLM is responsible for maintaining approximately 725 developed and 3,000 semi-developed recreation sites with facilities that provide over 2,600 day use units, 5,900 camping units, and 535 boating access points, having an estimated replacement value exceeding least \$100 million. BLM's maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in public land stewardship.

Through use of the *Recreation 2000* strategy and BLM State Office implementation plans, maintenance funds are concentrated on the most intensively used recreation facilities where both visitor use and public investment are the highest. Funding for maintenance of recreational facilities is augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible. Some recreation maintenance (at fee collection sites) is also conducted under the Recreation Operations (Fees) subactivity.

Recreation maintenance includes the following types of functions:

- maintaining sanitation facilities, including modifications to improve access for the disabled;
- operating and maintaining potable water

supply, purification, and distribution systems;

- repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and providing routine maintenance such as repainting, staining, and replacing broken boards or decking;
- removing hazards, such as dead trees, excess fire fuel and brush; fencing old mine shafts; unstable buildings, and providing warnings about dangerous topography;
- grading and graveling roads, parking areas, pull-outs, and ramps; replacing culverts and cleaning cattle guards;
- collecting trash, pumping vault toilets, and doing grounds work such as pruning trees and shrubs, fence maintenance, and repairing erosion damage; and
- repair and replacement of directional, informational, and regulatory signs as needed on those facilities scheduled for maintenance.

Transportation

The BLM is responsible for the maintenance of over 65,100 miles of roads, 23,800 miles of trails including over 5,900 miles of interpretive, hiking and equestrian trails, and 165 major bridges on the Public Land outside of western Oregon. The replacement value of this transportation network is estimated to exceed \$400 million. At the 1994 continuing level, the BLM would provide scheduled maintenance on 9,000 miles of road, maintain 80 bridges, and provide corrective maintenance on 1,000 miles of roads.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- erosion and proper drainage repair;
- grading to maintain/reestablish original road cross sections;

- maintenance/replacement of gravel surfacing
- stabilizing shoulders to protect surfacing;
- sealing, repaving, and patching of original paved surfaces;
- repair and replacement of directional, informational, and regulatory signs.
- minor re-aligning to improve both safety and drainage;
- replacing damaged culverts; and
- inspecting, maintaining, and repairing bridge structures.

In some cases, BLM roads are maintained by permitted public land users such as mining companies, livestock operators and timber sale operators. An example would be either the timber or mining companies who would upgrade a road and then maintain it while hauling their commodity off of the Public Land. Maintenance responsibilities could shift back to the BLM after the operator has terminated their activities; or BLM could require the operator to retire the road or shift maintenance to another user. BLM places emphasis on scheduled maintenance work, on major access roads and bridges that receive the greatest public use, on those which are needed for Public Land administration, on roads that have the greatest potential for environmental damage and where changing recreational use patterns are expanding either in existing areas or into new areas.

BLM roads represent significant investments on the Public Land. Diligent maintenance reflects proper protection of these investments and reduces exposure to potential liability. Corrective maintenance involves work not normally scheduled and is the result of some abnormal situation which requires immediate corrective action such as flood damage to roads and bridges, obstructions on roads, culvert damage, and/or significant changes in public use patterns.

BLM also conducts transportation planning and coordination with other programs, land management agencies and other land users through the land use planning process or through more site specific road design proposals. Under the Inter-modal Surface Transportation and Efficiency Act of 1991, BLM engineers are coordinating with the Federal Highway Administration and each State Department of Transportation during the development of our transportation plans to establish a Public Land Management Highway system.

Engineering Services

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering services include condition surveys/inventories of BLM facilities as a part of the operation of the FIMMS.

❖1994 Program Increase❖

Table LXXVI Change from 1994 Base (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	33,309	+4,000
FTE	381	+5

The 1994 Budget Request is \$33,309,000 and 381 FTE, a program increase \$4,000,000 and 5 FTE.

This increase will help to achieve the President's *Natural Resource Protection and Environmental Infrastructure Initiative*, as well as BLM's goals to maintain, repair, and rehabilitate the facilities on Public Land.

The increase has three main components: (1) +\$2,775,000 to provide maintenance of recreational facilities; (2) +\$975,000 to address current maintenance needs and facility condition protection, and to reduce the preventative main-

tenance work backlog; and (3) +\$250,000 and 5 FTE for design and engineering services.

Through use of FIMMS, the BLM has determined that its maintenance needs total \$219,000,000. This amount represents \$52,000,000 of scheduled maintenance which would recur on a cyclical (annual, biannual, etc.) basis, \$108,000,000 of corrective maintenance needs which are largely one-time costs, and \$59,000,000 for replacement of existing facilities. The backlog of maintenance needs is recognized as \$167,000,000 which consists of the corrective maintenance and the replacement categories.

BLM's maintenance strategy is to conduct as much of the high priority scheduled maintenance as necessary to ensure that facilities do not fall into the corrective maintenance category. However, it is also necessary to conduct some corrective maintenance in order to protect public health and safety and reduce Federal liability exposure. Considering that the BLM has a \$52,000,000 optimum level of scheduled or cyclic maintenance requirements and a 1994 funding request of \$33,309,000 it is obvious that corrective maintenance will have to be carefully balanced against scheduled maintenance. This balance will largely be determined by local BLM Managers.

Recreation Related Maintenance:
+\$2,775,000

The implementation of BLM's *Recreation 2000* strategic plan, which enhances public access to growing recreation opportunities on Public Land and waters, requires developed recreational facilities and transportation networks to fully achieve its objectives. Proper maintenance of recreational facilities and associated roads and trails is an important element to a successful recreation program.

The increase of \$2,775,000 is needed to reduce the backlog of BLM recreation facility maintenance work in accordance with *Recreation 2000* state implementation plan priorities. The additional funds will enable BLM to perform addition-

al maintenance to meet health, safety, and physically impaired access standards, to protect the public's investment in existing facilities, and to reduce future major rehabilitation costs.

Increased funds will allow BLM to increase maintenance of those facilities which are experiencing the sharpest growth in recreation use, particularly in high priority Special Recreation Management Areas, National Conservation Areas, and other special places receiving heavy public use. BLM plans to use the additional funds for priority work such as that listed below. It is important to note that the priorities stated in this list may change due to natural disasters, vandalism, or other unforeseen circumstances.

Some of the funding increase will be used to maintain newly constructed BLM facilities and to repair newly acquired facilities to insure that they meet public health and safety standards.

Some example projects for use of additional funds are as follows:

- \$50,000 to complete handicap accessibility requirements at several Recreation Facilities in Alaska;
- \$195,000 to repair damage caused by flooding in 1985 and subsequent years and to provide corrective measures to prevent future flooding for the Walker Fork Campground, (Alaska);
- \$20,000 to repair the damage at Canyon Rapids (Alaska) portage trail;
- \$25,000 to correct drainage problems to the site, and repair damage to the roof of the Ft. Egbert, Alaska historic building;
- \$85,000 to retrofit Squaw Lake/Senator Wash (Arizona) sewer system lift pumps and tanks.
- \$75,000 to replace vault toilets at Wildcow and Windy point (Arizona) recreation areas with accessible, sweet smelling units;

- \$55,000 to replace the Empire Landing Rec. Site retaining walls that have become hazardous to visitors (Arizona);
- \$35,000 to rehabilitate and make accessible the restroom and fishing platform at Pit River Campground (California);
- \$35,000 to repair earthquake damage to the wall system for the Soda Springs Information Center (California);
- \$90,000 to provide drinking water to 4 campgrounds and a visitor contact station in the Merced River Recreation Area (California);
- \$45,000 to replace a water system at the Squaw Leap Campground (California);
- \$45,000 for reconstruction of tread and the two rock slides along a 15 mile segment of the Pacific Crest Trail (California);
- \$200,000 to rehabilitate the high visitor use Reading Island Campground (California);
- \$25,000 for dispersed recreation site fencing near Maybell (Colorado);
- \$60,000 to rehabilitate the Dominguez Campground (Colorado);
- \$60,000 to rehabilitate the Miracle Rock Picnic Site (Colorado);
- \$60,000 to provide corrective maintenance to the Strawberry Recreation Area Access Road (Colorado);
- \$35,000 to stabilize the Egin Lakes road and parking lot (Idaho);
- \$30,000 to mitigate human health risks at the Kilarney Lake Recreation Site (Idaho);
- \$26,000 to upgrade accessibility at the Sun Valley recreation sites (Idaho);
- \$28,000 to repair the concrete boat ramp and stabilize cutslopes at the Byington Recreation Site (Idaho);
- \$46,000 to replace the toilets at Kipp Park Campground (Montana);
- \$35,000 to provide corrective maintenance to the Pryor Mountain, Pipe, Hunt, and Cub Creek segments of the Crooked Creek Road System (Montana);
- \$198,000 for safety, health and accessibility corrections at Wildhorse Rec. Site, Zunino Rec. Site, Indian Creek Rec. Site, Garnet Hill Rec. Site, Gap Mountain Rec. Site, and Mill Creed Rec. Site, (Nevada);
- \$200,000 to maintain facilities in the Wild River Recreation Area (New Mexico);
- \$100,000 to improve public health and safety features at El Malpais NCA facilities (New Mexico);
- \$42,000 to resurface the access road, renovate the water system, and replace the septic tank and drainfield at the Rome Launch Site (Oregon);
- \$150,000 to meet full year operations maintenance needs at the Flagstaff Hill Oregon Trail Visitor Center (Oregon);
- \$50,000 for maintenance associated with the Lighthouse area and other recreational facilities at Yaquina Head Outstanding Natural Area (Oregon);
- \$60,000 to correct river human waste disposal problems along the Colorado River corridor (Utah);
- \$80,000 to correct water quality, loop road access, highway transition and foot bridge problems at Calf Creek Campground (Utah);
- \$120,000 to correct sanitation problems at Red Cliffs Campground (Utah);

- \$55,000 to correct septic system at Sand Wash Ranger Station (Utah);

- \$40,000 to install vault toilets at Cisco Takeout on the Green River (Utah);

- \$25,000 to correct deficiencies including a water chlorination problem at Simpson Springs Campground (Utah); and

- \$15,000 to replace the vault toilet with an accessible unit at the Rim Overlook Recreation Site (Wyoming).

Maintenance & Facility Improvement:
+\$975,000

An increase of \$975,000 is needed to meet corrective and scheduled maintenance needs, as well as increased frequency of maintenance, on various BLM buildings and transportation systems, and address maintenance needs of some newly acquired facilities.

The highest priority needs are those that present a safety and/or health hazard to the public or BLM employees. This includes situations such as unsanitary conditions on the Public Land; or unsafe roads, bridges, and buildings which present a hazard such as a structural weakness or asbestos. The next needs in priority order include repair or replacement of systems that have failed, such as heating and/or ventilation system breakdowns; culverts which silt in or wash out; or roofs that leak. Third priority needs are those which provide access for the disabled so they can utilize Public Land resources. Also, maintenance work that protects the capital investment, prevents resource damage, and conserves energy is very important.

BLM plans to use additional funds for maintenance of projects, such as:

- \$195,000 to retro-fit the HVAC system and provide accessibility in the BLM Campbell Tract office building in Anchorage, Alaska;

- \$50,000 to provide a gravel base to a 5-mile segment of road (Colorado);

- \$47,000 to drill a new well and replace the public drinking water system at the Mud Flat BLM Field Site, located along the Deep Creek Backcountry Byway in the Boise District (Idaho);

- \$192,000 to provide accessibility, improve the water system, rebuild the parking lot, and upgrade the sewer system at the Salmon District Administrative Site (Idaho);

- \$25,000 to provide corrective maintenance including sealcoating the asphalt trails in the Hell's Half Acre Interpretative Area (Idaho);

- \$30,000 to upgrade accessibility, provide restroom facilities, and upgrade parking at Bliss Tract (Idaho);

- \$30,000 to replace the HVAC system at the Malta and Miles City Administrative Sites (Montana);

- \$25,000 to provide corrective maintenance to the Cow Creek Road and Low-Water Crossing (Montana);

- \$36,000 for sampling and assessment of twelve potentially hazardous underground storage tanks (Nevada);

- \$38,000 to install or repair the HVAC systems at the Caliente Resource Area Office, the Red Rocks Visitor Center, and the Elko District Office (Nevada);

- \$60,000 for correcting hazards on a 10 mile road segment in the Elko District (Nevada);

- \$33,000 for repair of the Upper Trout Creek bridge (Nevada);

- \$40,000 for washout repair, drainage, and grading of the Stinkingwater Road (Oregon);

- \$14,000 to correct OSHA requirements for Communication Sites (Utah); and

- \$160,000 to replace the roof on the Rock Springs Administrative and Shop Buildings (Wyoming).

Engineering Services: +\$250,000; (+5 FTE)

An additional \$250,000 and 5 FTE is needed for survey and design, and architectural, interpretative design, mechanical, electrical, services in order to prepare projects for maintenance and construction work. As the complexity of construction and maintenance projects evolves, the time needed to prepare designs and specifications for field maintenance and construction projects has increased. Also, in order to more effectively manage the maintenance backlog reduction, there is a continuing need to complete the survey, design and engineering work in the year prior to receiving funding.

Table LXXVII Facilities Maintenance Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Buildings Maintained (#'s)	775	800	840	+40
Recreation Sites Maintained (#'s)	860	880	900	+20
Roads Maintained (miles)	13,500	14,700	18,015	+3,315

Note: The future workload accomplishments represent an estimate of the number of facilities that will be maintained. The degree of maintenance needed among the individual units is extremely broad.

Justification of Program and Performance

Activity: Resource Protection and Maintenance Subactivity: Hazardous Materials Management

Table LXXVIII Subactivity Summary (\$ 000s).

	1993 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	22,521	-67	-2,500	19,954	-2,567
FTE	215	-8	-10	197	-18

❖Authorizations❖

The Resource Conservation and Recovery Act as amended by Federal Facility Compliance Act of 1992 (42 U.S.C. 6901-6992) authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity for federal agencies with respect to all federal, state, and local solid and hazardous waste laws and regulations. Federal agencies are now subject to civil and administrative penalties for violations and cost assessments for the administration of the enforcement.

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

The Emergency Planning and Community Right-To-Know Act of 1986 (42 U.S.C. 11001-11050) requires agencies to inventory chemicals and chemical products, to report those in excess of

threshold planning quantities, to inventory its emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public. Department of the Interior compliance with EPCRA is voluntary.

The Pollution Prevention Act of 1990 (42 U.S.C. 13101-13109) requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change and recycling. Encourages and requires development of new technology and markets to meet the objectives.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701 et seq.) provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

The Clean Water Act, as amended (33 U.S.C. 1251–1385) requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

The Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201–300) requires compliance with all Federal, State, and local statutes for safe drinking water.

The Clean Air Act, as amended (42 U.S.C. 7401–7642) requires that BLM protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

Community Environmental Response Facilitations Act of 1992 (42 USC 9620[h]) is an amendment to CERCLA which expands on the risk assessment requirements for land transfers and disposals.

Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978, (43 F.R. 4770) assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.

Executive Order 12580, Superfund Implementation, January 23, 1987 (52 F.R. 2923) requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on Public Lands.

Executive Order 12780, Federal Agency Recycling and the Council on Federal Recycling and Procurement Policy, October 31, 1991 (56 F.R. 56289–56292) requires that Federal agencies promote cost-

effective waste reduction and recycling of reusable materials from wastes generated by Federal Government activities. It is intended to “integrate cost-effective waste reduction and recycling programs into all Federal agency waste management programs in order to assist in addressing the Nation’s solid waste disposal problems.” The order also established a Council on Federal Recycling and Procurement Policy to promote waste reduction and recycling programs.

❖Objectives❖

The objectives of the program are to assure:

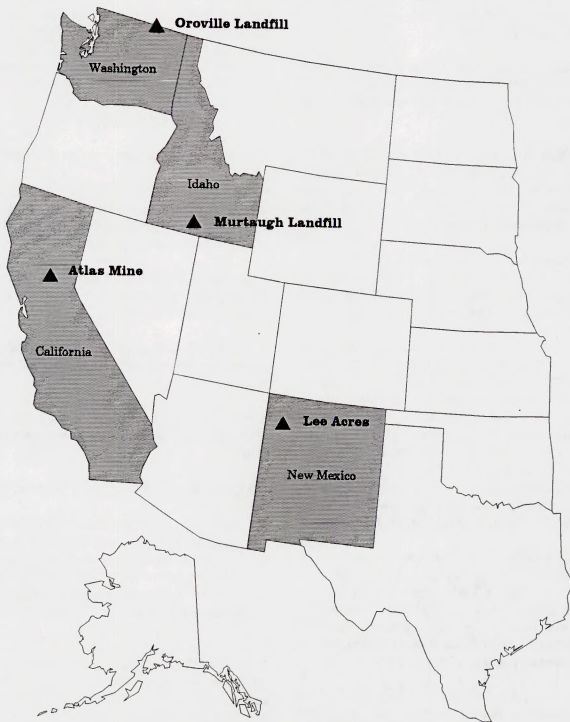
- protection of the public health and safety relative to uses or activities on the Public Land which may or do cause hazardous materials sites or incidents on the Public Land;
- protection of Public Land natural resources and the environment from the effects of hazardous materials or wastes; and
- compliance with applicable Federal and State hazardous materials and related laws and regulations;
- minimization of future hazardous materials-related liabilities and costs to the Federal Government;

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the Hazardous Materials program is \$22,521,000 and 215 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$67,000 and 8 FTE from the 1993 enacted level, providing a 1994 continuing program level of \$22,454,000 and 207 FTE.

BLM’s hazardous materials management program integrates and coordinates a variety of Bureau activities to ensure protection of public health and safety, and the environment from the effects of hazardous materials on the Public Land. The program contains four major component efforts

Hazardous Materials Sites



BLM lands only. As of March 1993.

to: (1) prevent the generation or acquisition of pollutants on Interior Department-managed lands, (2) reduce the amounts of waste generated where such generation cannot be avoided, (3) manage all hazardous materials and wastes responsibly to protect those who use and work at BLM facilities and on the Public Land as well as the natural resources we administer, and (4) clean up and restore areas on BLM facilities and the Public Land that pose a threat from hazardous materials.

By far the most costly aspect of the BLM hazardous materials management program consists of the efforts to cleanup hazardous materials sites on the Public Land: (1) inventory and assessment of sites of potential contamination; (2) development of studies and site specific plans for cleanup and restoration where contamination is found to exist; and (3) implementation of removal, remediation and restoration plans. Where possible, it is BLM policy to require the polluters to carry out these actions, but implementing the policy has its own costs.

Increasing emphasis is being placed on prevention and minimization of waste on the Public Land consistent with new laws and regulations. The BLM is attempting to prevent or minimize future liabilities that might result from hazardous materials through stipulations in its land use authorizations and by tighter controls of internal management of chemicals.

Inventory

Inventories of Public Land uses and land areas for potential hazardous materials releases and environmental compliance audits of BLM facilities are priorities and are being planned or conducted by many programs in the BLM. The hazardous materials management program compiles inventories of uses authorized by other programs, carries out site discovery, on-the-ground inventory and site reporting, and prepares records of identified sites of higher potential risk. The BLM also contracts for, or prepares, site risk assessments, leading to a Hazard Ranking Score, based on the

use inventories and site discoveries. In 1994, the program will continue site discovery, tracking and reporting with anticipated increased inventories of Public Land uses.

Once a site of potential hazardous substance release is identified from program inventories or discovered on-the-ground, it is carefully screened to verify land ownership and current and past authorizations, and to ascertain whether a hazardous materials release (or threat of a release) has occurred. If so, the site is listed on the Environmental Protection Agency (EPA) Federal Facility Compliance Docket (the Docket) to begin formal risk testing. If the evidence indicates a release, BLM prepares a preliminary assessment (PA) to determine the source of the release and attempts to identify any populations and resources at risk. The site is also scored to determine the level of risk and if any technical studies are needed to further evaluate the risk.

For all sites, an increased emphasis is being placed on opportunities to identify potentially responsible parties (PRP) and encourage them to take over the assessment and cleanup at the earliest possible time.

If the PA lacks key information to determine the risk existence or risk of a release, the site is examined more thoroughly through a site investigation (SI) to determine the source and risk of contamination. BLM State Offices have the responsibility to meet the statutory requirements for completion of the PAs and SIs for Public Land sites on the Docket. Where possible, potentially responsible parties are required to conduct the work. BLM offices are conducting these assessments through State agencies, contractors, or in-house. EPA has also been seeking cost and time saving steps for required risk assessments. These trends should reduce the per unit costs of PAs and SIs, but the number of assessments is expected to increase with the expanding inventory efforts. At the 1994 Budget request level, the BLM can conduct 58 PAs and 7 SIs.

The BLM is conducting another type of inventory called a "facilities environmental compliance audit" at 25 of its approximately 300 facilities in 1994. These include periodic audits of the facilities' compliance with regulations regarding underground storage tanks, solid and hazardous waste storage and disposal, water and air discharges, toxic substances, compliance with emergency planning and community right-to-know regulations, and reporting requirements. The audits serve as a recordkeeping and management tool to gauge the effectiveness of environmental management systems and to minimize potential civil penalties and liabilities.

Remedial Investigation/Feasibility Study/EIS

The number of Remedial Investigation/Feasibility Studies (RI/FS) statutorily required for Public Land hazardous substance release sites may increase during the next few years as more sites progress through the CERCLA risk assessment process. While there could be some slowdown due to the emerging EPA quick response policy, the sites that would remain in the RI/FS loop will be the much larger and more complex sites that are not amenable to removals and other early intervention. BLM expects to conduct 5 RI/FSs in 1994.

In 1993, the BLM will complete the RI/FS/EIS at the Lee Acres Site in New Mexico and will prepare a record of decision (ROD) for the remedy selection to be forwarded to the EPA, since this site is on the National Priorities List (NPL). Any additional funding requirements that may result from a Federal Interagency Agreement with the EPA, the State of New Mexico and other potentially responsible parties, on this site prior to initiating actual clean up cannot be estimated or determined at this time.

For the Atlas Asbestos Mine Site which is part of a very large NPL site, the BLM reached an agreement with potentially responsible parties to carry out various tasks and share certain costs concerning cleanup. The mine, 25 miles from Coalinga, California, was developed and abandoned by

private firms in the 1960's and 1970's. It covers about 500 acres, much of which is on Public Land, but over which BLM had no control during mining of the site. The BLM is continuing its efforts to control access to that portion of the Atlas Mine site on the Public Land as a means of protecting public health and safety.

Other Public Land sites requiring RI/FS actions (Oroville, WA and Murtaugh, ID) are "state lead" sites.

Emergency Response/Removal Actions

The number of small hazardous substance release sites discovered on Public Land is increasing with the nationally expanding wire burning problem, continuing methamphetamine production, increase hazardous waste midnight dumping, and larger amounts of chemicals in transit, nationwide. These sites often present immediate risk to public health or the environment or by their existence encourage more of the same activity and are thus, an enforcement problem. In addition, new EPA policies and procedures promote rapid cleanups at many sites and encourage removals between the PA and the SI, at appropriate sites. As a result, removal actions themselves are becoming larger. In recent years, BLM has faced unexpected emergency removal and many removals are now costing around \$150,000 each. These trends are expected to result in the number of removals on Public Land in 1994 to be about 60, and to increase the cost and complexity of emergency and non-emergency removals.

RCRA Compliance

Resource Conservation and Recovery Act (RCRA) compliance efforts are largely focused on appropriate documentation of hazardous waste management in BLM facilities and handling hazardous wastes from removal and remedial actions. The BLM facilities environmental audits and the increased anticipated demand for removal actions are expected to more than triple the number of RCRA manifests and related documents required in 1994 to 177.

It also includes auditing key hazardous waste treatment, storage and disposal facilities and limiting BLM shipments to only those that have both a good environmental review and a good financial review.

RCRA requires all agencies to properly manage and track to final destination or destruction all hazardous wastes. Audits of the TSDFs which the BLM uses are conducted in order to protect the Bureau from potential contingent liabilities. If a TSDF were to experience management, environmental or safety problems resulting from non-compliance and requiring corrective action, the BLM could be liable for cleanup costs.

Waste Minimization & Pollution Prevention

Increasing emphasis is being placed on pollution prevention and waste reduction on the Public Land consistent with new laws and regulations. As part of the Waste Management program, the BLM is taking a two track approach through in-house efforts to incorporate waste minimization into the institutional culture and day-to-day operations; and through outreach efforts to ensure that lessees, permittees, grantees and other authorized users comply with prevention and waste minimization requirements on Public Land. In-house efforts include incorporating waste reduction concepts and techniques into chemical management training for employees, identifying minimization opportunities from chemical inventories and waste stream analyses at BLM facilities, and promoting the BLM suggestion program to solicit waste reduction ideas from employees. Outreach efforts include strengthening stipulations in land use authorizations, increasing financial responsibility requirements, and expanding on-the-ground inspections and enforcement.

Program Management

In the Committee report accompanying the 1988 Interior Appropriations Act, the BLM was directed to contract with the National Academy of Engineering (NAE) to conduct a comprehensive evalua-

tion of the BLM's hazardous materials management program. The BLM has received and reviewed the report titled, "Hazardous Materials on Public Lands." The report makes 63 recommendations, over 90 percent to BLM, but some to the Department of Interior and to Congress. The BLM has already completed action on 40 percent of the Academy's recommendations. Actions are already in progress in the BLM on another 40 percent of the recommendations. The remaining 13 recommendations and subsequent actions will be addressed in the strategic plan for hazardous materials management now under preparation. The strategic plan will include an assessment of the applicability and costs of the remaining recommendations, appropriate decision analysis and exploration of the linkages needed to implement external recommendations.

At the 1994 Budget request level, the BLM will be continuing the implementation of the long-term hazardous materials management program plan which incorporates appropriate recommendations of the National Academy of Engineering, the goals and initiatives of the Secretary, measures to correct material weaknesses that have been identified through the management control process, and the policy for compliance with Executive Order 12780 (as it applies to hazardous materials).

Along with the implementation of the long-term program plan, the BLM will continue to develop policies and procedures needed to reduce the risk of future hazardous materials activities on the Public Land, to reduce costs and liabilities, to provide programmatic and safety training to BLM employees, to ensure compliance with statutory and regulatory requirements, and to improve the management of BLM contracts for hazardous materials program work. The BLM will also continue to provide employee training for those people who are involved in implementing the hazardous materials management program.

❖1994 Program Decrease❖

Table LXXIX 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	19,954	-2,500
FTE	197	-10

The 1994 Budget Request is \$19,954,000 and 197 FTE, a program decrease of \$2,500,000 and 10 FTE. The program decrease consists of the following program changes:

*Postpone Non-Critical Items: -\$1,300,000;
(-5 FTE)*

In 1994, BLM plans to focus on only the highest priority cleanup actions and postpone all non-critical and non-emergency cleanups. The priority will be to concentrate on the sites that represent the greatest potential risk to human health or the environment. Many of landfills and dumps on the docket can be temporarily handled through various types of security measures that can protect human health and the environment, while delaying the need for actual physical cleanup of the site. The security measures can include such things as fences, warning signs, drainage controls, stabilization of dikes, temporary capping, using chemicals and other materials to retard the spread of contaminants, and other containment techniques. The temporary security measures are generally less expensive than the physical excavation, treatment, or disposal of hazardous wastes or contaminated soils. In addition, some of the studies such as remedial investigations, feasibility studies, and remedial designing can be stretched out or delayed in certain cases where the site is not on the NPL in order to reduce the amount of contracting funds needed.

*Inventory/Assessment Work: -\$750,000;
(-5 FTE)*

A reduction in BLM conducted inventory/assessment of potential sites of hazardous substance releases on public lands. The BLM will conduct a more careful screening of potential sites to determine if a preliminary assessment is really needed. Whenever a potential release involves a current or former authorized user of Public Land, the BLM will utilize its full authority to have the assessment and all subsequent investigation and cleanup undertaken by that party. BLM will avoid beginning work on sites until clear responsibility and sufficient risk/priority has been established and approved. Inventory efforts will concentrate on those sites that represent the greatest potential risk to human health or the environment. Initial inventory efforts in 1994 will be conducted as a pilot project in the minerals and lands programs.

*Audits of Hazardous Waste Treatment,
Storage and Disposal Facilities: -\$100,000*

BLM will reduce the frequency of the audits of hazardous waste treatment, storage and disposal facilities (TSDFs). Sufficient TSDF's have been checked to provide suitable places for BLM to dispose of hazardous waste during this fiscal year, so that only periodic checks are necessary in order to ensure that the TSDF's remain in acceptable condition.

*Facilities Environmental Audits:
-\$200,000*

In 1994, BLM plans to use only in-house personnel to conduct environmental facilities compliance audits of BLM facilities, and will eliminate use of contracted audits. Periodic audits of BLM facilities for compliance with regulations regarding underground storage tanks, solid and hazardous waste storage and disposal, water and air discharges, toxic substances, compliance with emergency planning and community right-to-know regulations, and reporting requirements have been accomplished both by BLM employees and by

contract. The contracted audits will be eliminated, with the internal capability concentrating on the facilities that represent the greatest potential risk.

Training Course Offerings: -\$150,000

In 1994, BLM will reduce the number of BLM in-house conducted hazardous materials training course sessions being offered. During 1992 and 1993, a significant increase in BLM in-house hazardous materials training was achieved. For 1994, the number and type of BLM courses will be prioritized to assure that the BLM maintains its in-house expertise in the hazardous materials program, but will defer conducting sessions which are of lower priority.

Table LXXX Hazardous Materials Management Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Cleanup (emergency response), # of sites: includes control of releases or threatened releases of hazardous substances, contaminants, or pollutants, spills or illegal dumping incidents on the Public Land.	76	80	60	-20
New Site Cleanup (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants on new sites.	3	5	1	-4
On-going Site Cleanup (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants on on-going sites.	4	4	4	0
Site Cleanup/PRPs, # of sites: includes sites where an emergency response, removal action, or remedial project has been accomplished by a potentially responsible party.	5	4	2	-2
Site Cleanup/States, # of sites: includes sites where an emergency response, removal action, or remedial project has been accomplished in cooperation with States.	1	2	1	-1

Activity Summary

Activity: Emergency Operations

Table LXXXI Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Emergency Damage Repair	0	0	0	0	0
Grasshopper and Mormon Cricket Control ¹	0	0	0	0	0
<i>Total</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>

¹ All activity in the Grasshopper and Mormon Cricket Control subactivity is covered by use of the unobligated balances from a \$5,000,000 no-year appropriation made in 1987. The 1993 Appropriations Act for the Department of the Interior and Related Agencies directed that \$2,500,000 of unobligated balances from this no-year appropriation be made available for funding other programs within the Management of Lands and Resources Appropriation for 1993. The anticipated balance available for the Grasshopper and Mormon Cricket Control program at the beginning of 1994 is estimated to be \$700,000.

Justification of Program and Performance

Activity: Emergency Operations **Subactivity: Emergency Damage Repair**

Table LXXXII Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes	1994 Budget Request	Change From 1993 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

❖Authorization❖

The *General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies* (P.L. 102-154 §101) provides for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

❖Objective❖

To provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, fires and other unavoidable cause.

❖1994 Program❖

In response to an emergency damage situation to BLM owned property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize disruption of public service. Emergency

damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work may be transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of §101 of the annual Department of the Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation. Examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the arson levelled Cahuilla Ranger Station in the California Desert Conservation Area in 1988. Funds were also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

No anticipated level of budget is requested for 1994.

Justification of Program and Performance

Activity: Emergency Operations

Subactivity: Grasshopper and Mormon Cricket Control

Table LXXXIII Subactivity Summary Table (\$ 000s).

	1993 Enacted to Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

❖Authorization❖

The Food Security Act of 1985 (7 U.S.C. 148f) provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon Cricket and Grasshopper Control on lands under the jurisdiction of the Department of the Interior.

❖Objectives❖

The program objectives are to:

- conduct inspections of suspected or known outbreaks of Mormon Crickets or grasshoppers on the Public Land in cooperation with the Animal Plant Health Inspection Service (APHIS); and
- maintain a cooperative program with APHIS for Mormon Cricket and Grasshopper Control on the Public Land.

❖1994 Program❖

The BLM cooperates with APHIS to assist with inspections of the Public Land where potential outbreaks of pests may occur, and to develop and implement control plans. When outbreaks occur, APHIS conducts control operations and is

reimbursed for its expenses on Public Land when such expenses exceed funding available to APHIS for such control work.

In 1987, a no-year appropriation of \$5,000,000 was provided to the BLM specifically for Mormon Cricket and Grasshopper Control. The 1993 Appropriations Act for the Department of the Interior and Related Agencies directed that \$2,500,000 of unobligated balances from this no-year appropriation be made available for funding other programs within the Management of Lands and Resources Appropriation. After this transfer, the unobligated balance remaining in the account at the beginning of 1994 is anticipated to be about \$700,000.

This balance would be available for transfers to APHIS or for use by the BLM to assist APHIS. The balance of funds remaining will be sufficient to complete the level of control work which has been utilized in recent years. If severe outbreaks would occur, the provisions of the Food Security Act would be implemented, and supplemental funding would be requested to replenish funds borrowed from other accounts.

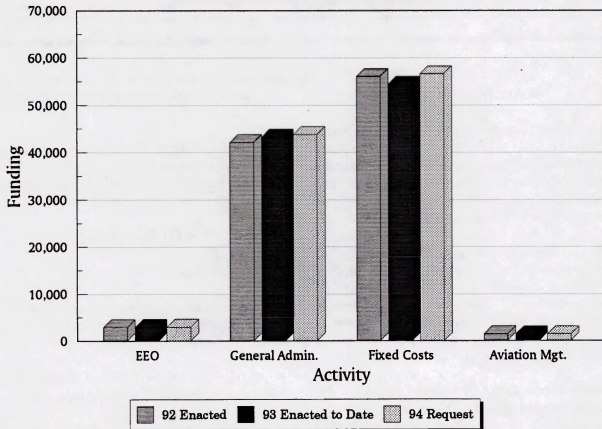
Activity Summary

Activity: General Administration

Table LXXXIV Activity Summary (\$ 000s).

Subactivity	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
General Adminis- tration	102,584	102,051	+1,997	+716	104,764	+2,713

General Administration *Dollars in Thousands*



Justification of Program and Performance

Activity: General Administration Subactivity: General Administration

Table LXXXV Subactivity Summary (\$ 000s).

Program Element		1993 Enacted To Date	Uncontr- ollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Equal Employment Oppor- tunity	\$ FTE	2,959 58	-13 -2	-- --	2,946 56	-13 -2
Administrative Support Services	\$ FTE	43,270 1,020	-180 -36	+716 -10	43,806 974	+536 -46
Bureauwide Fixed Costs	\$ FTE	54,416 --	+2,200 --	-- --	56,616 --	+2,200 --
Aviation Management	\$ FTE	1,438 21	-10 -1	-- --	1,396 20	-10 -1
Total Requirements	\$ FTE	102,051 1,099	+1,997 -39	+716 -10	104,764 1,050	+2,713 -49

❖Authorization❖

The *Federal Land Policy and Management Act of 1976* (43 U.S.C. 1731) outlines the function of the BLM Directorate and provides for administration of the Public Lands through the Bureau of Land Management, which was established by §403 of Reorganization Plan No. 3 of 1946.

The *Civil Service Reform Act of 1978* (5 U.S.C. 1701) requires each Executive agency to conduct a continuing program to eliminate the underrepresentation of minorities and women in professional, administrative, technical, clerical, other and blue collar employment categories within the Federal service.

Executive Order 11478 of August 8, 1969 (34 F.R. 12985) requires agencies to establish and main-

tain an affirmative program of equal employment opportunity for all employees and applicants for employment.

The *Civil Rights Act of 1964, as amended* (42 U.S.C. 2000) requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

❖Objectives❖

The objectives of this activity are to:

- provide general administrative support to all BLM programs and organization levels in order to function effectively,
- provide that support with a quality service ethic and at the lowest possible cost, and

- develop opportunities and programs to ensure a culturally diverse BLM workforce.

These services include an equal employment opportunity program, executive and managerial direction, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, aviation management, and funding for a variety of Bureauwide fixed costs.

◆Funding Sources◆

Funding for BLM's general administration expenses is provided from two sources: (1) the direct appropriation as described in this activity, and (2) credits from other appropriation accounts and reimbursements. In 1994, the total estimated funding from all sources is shown in the following table:

Table LXXXVI Funding Sources for General Administration Expenses (\$ 000s).

Source	1992 Actual	1993 Estimate	1994 Estimate
General Administration, MLR	\$ 102,584	\$ 102,051	\$ 104,764
Reimbursements	1,100	1,100	1,100
Range Improvements	600	600	600
Payments in Lieu of Taxes	400	400	400
Appropriation			
Services Charges, Deposits, and Forfeitures	700	700	700
Road Maintenance	200	200	200
Trust Funds	600	600	600
Total Available	106,184	105,651	108,364

Equal Employment Opportunity

◆1994 Program◆

The 1993 Enacted Funding Level for this program is \$2,959,000 and 58 FTE. For 1994, adjustments as a result of uncontrollable changes will decrease the 1993 enacted level by \$13,000 and 2 FTE, providing a 1994 Budget Request level of \$2,946,000 and 56 FTE.

The equal employment opportunity program provides for compliance with the *Civil Rights Act of 1964*, the *Equal Employment Opportunity Act of 1972*, *Executive Order 11478*, the *Civil Service Reform Act*, the *Civil Rights Restoration Act of 1987*, Departmental directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices.

The program provides for the processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, and outreach efforts to bring qualified minorities and women into significant roles in the BLM's workforce by utilizing the cooperative Education Program and other links with institutions of higher education. Also, managers are assisted in the identifying and using opportunities for the career development of minorities and women in the workforce. Equal Employment Opportunity (EEO) training expertise provides required EEO-related training based on need-specific requirements.

The program provides initiatives in the planning and implementation of procedures to extend nationwide oversight of Federally-assisted programs, specifically as they involve handicap discrimination under §504, age discrimination, and conveyances of land under Title VI.

In Title VII work, the program emphasizes professional conflict management capabilities to promote cost-effectiveness in the management and adjudication of civil rights issues by reducing the extreme expenses often associated with litigation of these matters.

Achieving Cultural Diversity

The program provides direction and leadership for the following nationwide initiatives to support education of America's youth and achieve greater cultural diversity in the BLM workforce:

- *Resource Apprenticeship Program for Students (RAPS).* The Resource Apprenticeship Program (RAPS) for Students is a highly successful initiative intended to introduce minority students and disadvantaged youth to professional work in the various fields of natural resource management. Aimed at high school students, the program's objective is to support youth by providing career orientation and the encouragement necessary to surmount poverty, poor educational opportunities and other social obstacles. It operates in conjunction with school systems, private industry, and other Federal and state agencies, provides periodic paid employment and individual mentoring, and is designed to enhance interests in science, math and communication.
- *Historically and Predominantly Black Colleges and University Program (HPBCU).* BLM administers an HPBCU initiative which emphasizes programmatic

areas identified by the Departmental Office of Historically Black Colleges and Universities Program. Activities include assigning BLM subject-matter specialists as adjunct teaching staff at HPBCU schools under the provisions of the Intergovernmental Personnel Act; providing assistance in the development of natural resource program curricula and teaching plans; sponsoring a variety of outreach and recruitment activities; and employing students under the Cooperative Education Program.

- *Hispanic Association of Colleges and Universities (HACU).* The BLM administers a program for cultural outreach and recruitment among member institutions of the HACU. The program involves expanding cooperative education employment opportunities; developing contracts for research programs; and providing subject matter experts to assist in developing and teaching natural resource management studies through Intergovernmental Personnel Act assignments.
- *Native American Initiatives.* BLM administers a program for outreach and recruitment among member institutions of the American Indian Higher Education Consortium (AIHEC). The objective of the program is to promote education in natural resource management and assist in curriculum development, explore opportunities for research work in natural resources management; provide cooperative education employment and training, and sponsor the interchange of subject matter specialists.

Table LXXXVII EEO Program Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Informal Complaints	450	455	460	+5
Formal Complaints	100	100	100	0
Complaints Resolved/Adjusted	65	65	65	0
Investigations	50	52	52	0

Administrative Support Services

Table LXXXVIII Administrative Support Program Summary (\$ 000s).

Program Element		1993 Enacted To Date	Uncontrol- lable Chan- ges (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Executive and Managerial Direction	\$ FTE	5,920 96	-24 -3	-- --	5,896 93	-24 -3
Budget Development and Execution	\$ FTE	3,139 81	-13 -3	-- --	3,126 78	-13 -3
Procurement and Prop- erty Management	\$ FTE	15,156 380	-63 -13	+378 --	15,471 367	+315 -13
Personnel and Organiza- tion Management	\$ FTE	7,754 178	-82 -7	+308 -4	8,030 167	+276 -11
Financial Management	\$ FTE	5,574 118	-24 -4	+150 --	5,700 114	+126 -4
Records and Directives Systems Management	\$ FTE	4,020 122	-17 -4	-80 -4	3,923 114	-97 -8
External Affairs and Information	\$ FTE	1,707 45	-7 -2	-40 -2	1,660 41	-47 -4
Total	\$ FTE	43,270 1,020	-180 -36	+716 -10	43,806 974	+536 -46

♦ 1994 Core Program Activity ♦

The 1993 Enacted Funding Level for administrative support is \$43,270,000 and 1,020 FTE. For 1994, adjustments as a result of uncontrollable changes will decrease the 1993 enacted level by \$180,000 and 36 FTE, providing a 1994 continuing program level of \$43,090,000 and 984 FTE.

The administrative support services program provides funding for a portion of BLM executive and managerial direction expenses, and for basic administrative support services to sustain ongoing operations for all BLM programs.

Headquarters office and field office administrative staffs provide services such as budget development and execution, procurement and contracting, property management, safety programs, financial management, personnel management, program evaluation, management analysis, and records and directives management. Other headquarters staffs support the directorate and field level executives on matters involving external relations, public affairs and information, congressional liaison, legislation and regulatory management.

BLM's executive and managerial direction personnel consist of the Director, Deputy Directors, and Assistant Director for Management Services in the headquarters office. It also includes por-

tions of the time of State Directors and Associate State Directors, the Service Center Director and Associate Service Center Director, District Managers and Associate District Managers when they perform general managerial direction functions of the BLM's field offices. In field offices, the general administrative support program pays only for managerial costs based on the amount of time that managerial personnel spend on general administration-related work. When management personnel are dedicating their time to managing other activities or programs, the benefiting programs pay for that portion of managerial direction costs. Since SES officials in the BLM are paid from the subactivities in which they work, the uncontrollable cost increase of \$975,000 for the estimated unusually large terminal lump sum leave payments expected to go to retiring SES personnel is distributed proportionately among the program subactivities. The lump sum payments would be made from the BLM "leave account" which is supported by each subactivity.

The headquarters directorate develops general and specific managerial and administrative policy for the BLM, and provides executive direction to the BLM field organization consisting of 12 State Offices, the Service Center, and the Boise Inter-agency Fire Center. The state office directorates implement national policy by providing procedural and program guidance and ensuring consistent application and implementation of BLM policy and procedures through executive direction over field operations. The Service Center provides specified technical and administrative support to Headquarters, State and District Office operational programs.

The budget staffs are responsible for accomplishing BLM's budget formulation and execution work which involve all of BLM's appropriations and other funding authorities. The headquarters budget division develops and presents the BLM Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating

budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any supplemental appropriation requests or reprogramming requests needed as a result of changing conditions.

In the field, budget analysts are located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified above include only the costs of the budgetary and programming work performed on a Bureau-wide, Statewide or office wide basis. All BLM organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development work required in support of individual programs is funded by the benefiting activities and subactivities.

The procurement and property management staffs plan and direct the BLM's procurement, contracting, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs. The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management such as receiving, storing and issuing supplies; and project materials and space management required to support the organization's functions. Funds are included in 1994 to provide for the continuing education of procurement professionals and specialists and other employees involved in the procurement field.

Procurement and contracting organizations within BLM spent more than \$136.6 million for goods and services in 1992. This included 2,976 contracts actions worth approximately \$74.5 million for supplies, services, studies, and construction work. It also included nearly 91,078 small pur-

chase actions (under \$25,000 each), with a total value over \$62.1 million. In addition, BLM completed a test using credit cards for small purchases. The program is now being operated permanently under GSA authority. Field employees completed over 25,000 transactions worth over \$53 million using over 1,200 credit cards. This technique reduces paperwork, permits over-the-counter transactions, and guarantees the vendor fast payment.

The **personnel and organizational management staffs** develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysts, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 12,000 employees.

The BLM headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and organizational analysis, classification review of BLM positions, processing about 35,000 personnel actions, and issuing 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees.

Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual training plans for employees as part of the performance evaluation process, and conducting a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needs to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfer, and handle approximately 200 employee grievances and formal complaints.

The **finance staffs** implement accounting and financial management requirements. The finance office located at the BLM Service Center processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts. Finance personnel process approximately 158,000 payments each year.

During 1992, finance staffs operated the Federal Financial System (FFS) for its first full year of production within BLM. FFS operations at the 1993 Enacted Funding Level are estimated at \$2,466,852. In addition, requirements for audited financial statements, program increases for training of financial management personnel, preparation of biennial reports on cost recovery, and the development of performance indicators continue to expand.

The **general records, paperwork and directives management staffs** at all organizational levels maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 122,508 cubic feet of records.

The **external affairs staffs** at headquarters and field offices are responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on BLM policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Lands. Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and congressional liaison work.

Public affairs specialists are also responsible for timely and accurate dissemination of information to national and State news media and serve as

a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues. External affairs, public information and public participation efforts by public affairs staffs which support individual program requirements are funded by the benefiting program activities or subactivities.

❖1994 Program Increase❖

Table LXXXIX 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes
\$	43,806	+716
FTE	974	-10

The 1994 Budget Request is \$43,806,000 and 974 FTE, a program increase of \$716,000 and a program decrease of 10 FTE. The net increase consists of the following:

Interior Department's Electronic Acquisition System (IDEAS): +\$75,000

An increase of \$75,000 is needed to provide increased support to development and implementation in BLM of the Departmentwide standard system for tracking and managing procurement and acquisition actions (IDEAS).

Museum Property (Artwork and Artifacts): +\$253,000

An increase of \$253,000 is needed to further strengthen the accountability, control and protection of artwork and artifacts throughout the Department. This area was previously identified as a material weakness. The Bureau will also continue to conduct property management reviews of artwork and artifacts to assure proper control and procedures.

Federal Personnel and Payroll System (FPPS): +\$388,000

The increase will support continued development and implementation in BLM of the Federal Personnel and Payroll system a Departmentwide automation initiative. Of the total, \$386,000 is needed for the new SF-52 system which is being implemented throughout the Department.

Procurement Operations and ADP Charges: +\$200,000

Increased funds are needed for procurement operations to assure adequate levels of training for warranted contracting officers under Federal standards, to perform evaluations of field procurement and other administrative operations to ensure that proper procedures are being followed, and to pay additional ADP costs for increased administrative systems processing, such as computer use costs to the Bureau of Reclamation Administrative Service Center.

Services Efficiencies: -\$200,000; (-10 FTE)

A reduction of 10 FTE will be achieved in the areas of personnel, records and directive management, and external affairs through the utilization of process re-engineering to simplify procedures and processing routines, and through clarification of functions, roles and structures among organizational levels.

Bureauwide Fixed Costs

The bureauwide fixed costs category includes funding for certain essential Bureau-wide program support costs which are relatively uncontrollable by BLM, and, because of the nature of the origination and billing arrangements for these items, it is more effective and efficient to budget and pay them on a central basis. This includes space rental payments to GSA and to private lessors, FTS 2000 charges and some of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee compensation payments to the Department of Labor, and

payments to the Department for services provided through the Departmental Working Capital Fund.

❖1994 Program❖

The 1993 Enacted Funding Level for bureauwide fixed costs is \$54,416,000. For 1994, adjustments as a result of uncontrollable changes will add a net of \$2,200,000 to the 1993 Enacted Funding Level, providing a 1994 Budget Request level of \$56,616,000.

A brief discussion of each item follows:

Table XC Bureauwide Fixed Costs Summary (\$ 000s).

Program Element	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Space Rental	(33,172)	(+2,506)	--	(35,678)	(+2,506)
GSA Rental Space	21,021	+1,605	--	22,626	+1,605
Space Controlled by BLM	12,151	+901	--	13,052	+901
General Purpose Wire Communications	(7,944)	--	--	(7,944)	--
FTS	3,188	--	+348	3,536	+348
Commercial Telephone	4,542	--	-348	4,194	-348
Facsimile Equipment	214	--	--	214	--
Permanent Change of Duty Station	2,377	-200	--	2,177	-200
Mail and Postal Service	1,933	--	--	1,933	--
Injured Employee Com- pensation	4,952	-207	--	4,745	-207
Unemployment Com- pensation	2,973	+59	--	3,032	+59
Departmental Working Capital Fund	1,056	+40	--	1,096	+40
GSA Consumer Infor- mation	9	+2	--	11	+2
Total	54,416	+2,200	--	56,616	+2,200

Space Rental

- *GSA Rental Space* includes GSA's rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.
- *Space Controlled by BLM* includes rental costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

General Purpose Wire Communications

The FTS 2000 intercity service is based on time minute usage. The new FTS 2000 system was phased in at BLM during 1990, 1991, and 1992 with final data line conversion in early 1992.

The general purpose commercial telephone cost covers local basic general purpose telephone services. In addition, facsimile equipment transmission line costs are also paid by this subactivity. Some other telephone system and facsimile transmission costs, especially those related directly to a program function such as firefighting and other programs, are paid by the benefiting program subactivities.

While a decrease of \$348,000 is proposed for commercial telephone services, an increase of \$348,000 is estimated for FTS2000 charges. FTS2000 was phased in during 1990, 1991 and 1992 with all data line conversion occurring in 1992. The BLM anticipates that since switching to FTS2000, a decrease is expected in the use of commercial telephone services. However, the BLM anticipates that there will be higher FTS2000 costs based on actual usage in 1992 and updated projections for 1993. Since the above two actions net each other out, the total request for 1994 does not change.

Permanent Change of Duty Station (PCS)

The portion of the BLM's permanent change of duty station (PCS) costs which are related to interstate moves of employees at GS/GM-13 level and above for Bureauwide management purposes are paid from this category. Because of the rapid rise in interstate PCS move costs, particularly real estate reimbursement, portions of these costs are also charged to other program subactivities on a pro-rata basis. The primary reason for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program activity or subactivities since those moves are primarily related to program accomplishment purposes. PCS moves of employees to different duty stations within a State Office's jurisdiction are paid by the funds allocated at the State Office level in the benefiting program subactivities.

Mail and Postal Service

The U.S. Postal Service (USPS) assesses the BLM for mail and postal service. The estimate includes efforts to use postage service classes more efficiently and the effect of reduced use of the U.S. mail due to electronic communications and private express services options. We anticipate no change in the volume of mail from the 1993 level.

Injured Employee Compensation

The Department of Labor (DOL) annually bills the BLM for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund.

Unemployment Compensation

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compen-

sation Account of the Unemployment Trust Fund in the Department of Labor by the various Federal agencies. The Department of Labor issues bills to the Department of the Interior which are then re-allocated to the bureaus for payment of amounts to reimburse the Unemployment Trust Fund.

Departmental Services

This item represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services.

GSA Consumer Information

This item includes BLM's share of costs charged the Department for stockpiling and distributing publications by GSA's Consumer Information Center in Pueblo, Colorado.

Aviation Management

❖1994 Program❖

The 1993 Enacted Funding Level for Aviation Management is \$1,406,000 and 21 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$10,000 and 1 FTE from the 1993 Enacted level, providing a 1994 Budget request of \$1,396,000 and 20 FTE.

Aviation resources (both fixed wing and helicopter) are used extensively by BLM in the multiple-use management of the Public Land. Approximately 60 percent of the annual aircraft use by BLM is related to the renewable resource management and protection programs with the remainder associated with the detection and suppression of wildfires.

Aviation management in BLM includes the development and implementation of policy and procedures which facilitate the deployment of a variety

of aircraft specifically to accomplish natural resource management missions. These missions are typically conducted in a high risk, low-level flight environment which demands tighter management controls and more sophisticated piloting skills. Ten percent of the flight time is conducted by BLM pilots in government aircraft for the most complex and hazardous missions.

BLM aviation managers in the various field offices provide the expertise to ensure the successful achievement of aviation program objectives. They are responsible for reviewing aviation operational plans, implementing risk management systems, and monitoring aviation business to provide efficient and effective aircraft resources. This responsibility includes technical procedure reviews of field operations to establish quality control and standardization. They ensure that adequate safety training and education are provided for personnel who use, supervise, or manage aviation resources.

Examples of BLM's mission uses of aircraft are to conduct range use supervision and monitoring of grazing allotments; to accomplish wildlife census, to inventory and monitor habitat conditions; and analyze changes in land form and vegetative conditions as a method of verifying whether management practices are meeting resource management objectives and program goals; and a wide range of missions in the detection, initial attack, direct suppression, and rehabilitation for wildland fire causes.

The highest priority in the aviation management program is safety. Risk management is used as a systematic approach to increase flight safety by recognizing and reducing risk factors and developing an accident prevention program. This involves procedures for operational evaluation; analysis and recognition of hazardous trends; accident investigation and prevention plans; and flight safety training courses. These efforts have proven effective in lowering incident/accident rates.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Management of Lands and Resources

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		257,746		(2,736)		2,912		257,922
11.3 Other than full-time permanent.....		14,322		(179)		189		14,332
11.5 Other personnel compensation.....		6,500		(300)				6,200
11.8 Special personal services payments.....		350						350
11.9 Total personnel compensation.....	7,893	278,918	(277)	(3,215)	210	3,101	7,826	278,604
Other Objects:								
12.1 Civilian personnel benefits.....		68,095		1,058		4,389		73,542
13.0 Benefits for former personnel.....		6000						6000
21.0 Travel and transportation of persons.....		18,000		(1,100)		100		17,000
22.0 Transportation of things.....		13,500		(225)		2,225		15,500
23.1 Rental payments to GSA.....		21201		1425				22626
23.2 Rental payments to others.....		12,000		500				12,500
23.3 Communications, utilities, and miscellaneous charges.....		12,000				2,000		14,000
24.0 Printing and reproduction.....		3,100				200		3,300
25.2 Other services.....		66,742		3,405		32,688		102,835
26.0 Supplies and materials.....		16,000				9,000		25,000
31.0 Equipment.....		20,500		(600)		10,100		30,000
32.0 Lands and structures.....		2000				500		2500
41.0 Grants, subsidies, and contributions.....		2000				500		2500
42.0 Insurance Claims and indemnities.....		100						100
91.0 Unvouchered.....		100						100
Total Requirements	7,893	540,256	(277)	1,248	210	64,803	7,826	606,307

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code: 14-1109-0-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
Direct program:			
00.01 Energy and minerals management.....	79,571	69,736	71,126
00.02 Lands and realty management.....	39,878	40,230	44,331
00.03 Renewable resources management.....	160,189	169,604	174,991
00.04 Resource management planning.....	9,694	9,870	9,834
00.05 Information and resource data management.....	44,440	53,241	90,466
00.06 Resource protection and maintenance.....	90,436	95,524	87,895
00.07 Emergency operations.....	223	---	---
00.08 General administration.....	102,440	102,051	104,764
00.91 Total direct program.....	526,871	540,256	583,407
01.01 Reimbursable program.....	12,970	31,400	30,270
10.00 Total obligations.....	539,841	571,656	613,677

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code: 14-1109-0-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
Financing:			
Offsetting collections from:			
17.00 Recovery of prior year obligations.....	(1,014)	---	---
21.40 Unobligated balance available, start of year.....	(5,534)	(7,604)	(7,604)
24.40 Unobligated balance available, end of year.....	7,604	7,604	7,604
25.00 Unobligated balance expiring.....	4,422	---	---
39.00 Budget authority (gross).....	545,319	571,656	613,677
Budget authority:			
40.00 Appropriation (general fund).....	530,767	543,427	581,945
40.20 Appropriation (special fund).....	1,382	1,450	1,462
40.75 Reduction pursuant to P.L. 102-381.....	---	(4,631)	---
42.00 Transferred from other accounts.....	200	10	---
43.00 Appropriation (total).....	532,349	540,256	583,407
68.00 Spending authority from offsetting collections (new).....	12,970	31,400	30,270
Relation of obligations to outlays:			
71.00 Total obligations.....	539,841	571,656	613,677
72.40 Obligated balance, start of year.....	92,738	83,922	62,629
74.40 Obligated balance, end of year.....	(83,922)	(62,629)	(68,239)
77.00 Adjustments in expired accounts.....	(3,374)	---	---
78.00 Adjustments in unexpired accounts.....	(1,014)	---	---
87.00 Outlays (gross).....	544,269	592,949	608,067
88.00 Deductions for offsetting collections: Federal funds....	(7,910)	(9,470)	(9,470)
88.40 Non-Federal sources.....	(5,060)	(21,930)	(20,800)
88.90 Total, offsetting collections.....	(12,970)	(31,400)	(30,270)
89.00 Budget authority (net).....	532,349	540,256	583,407
90.00 Outlays (net).....	531,299	561,549	577,797

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302	1992 actual	1993 enacted	1994 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	250,224	257,746	257,922
11.3 Other than full-time permanent.....	13,905	14,322	14,332
11.5 Other personnel compensation.....	6,041	6,500	6,200
11.8 Special personal services payments.....	327	350	350
11.9 Total personnel compensation.....	270,497	278,918	278,804
12.1 Civilian personnel benefits.....	64,853	68,095	73,542
13.0 Benefits for former personnel.....	8,155	6,000	6,000
21.0 Travel and transportation of persons.....	18,439	18,000	17,000
22.0 Transportation of things.....	13,539	13,500	15,500
23.1 Rental payments to GSA.....	19,745	21,201	22,626
23.2 Rental payments to others.....	11,797	12,000	12,500
23.3 Communications, utilities, and miscellaneous charges.....	12,190	12,000	14,000
24.0 Printing and reproduction.....	3,014	3,100	3,300
25.2 Other services.....	64,795	66,742	79,935
26.0 Supplies and materials.....	15,746	16,000	25,000
31.0 Equipment.....	20,280	20,500	30,000
32.0 Land and structures.....	2,076	2,000	2,500
41.0 Grants, subsidies, and contributions.....	1,744	2,000	2,500
42.0 Insurance claims and indemnities.....	1	100	100
91.0 Unvouchered.....	---	100	100
99.0 Subtotal, direct obligations.....	526,871	540,256	583,407

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302		1992 actual	1993 enacted	1994 estimate
Reimbursable obligations:				
Personnel compensation:				
11.1	Full-time permanent.....	5,907	11,502	12,189
11.3	Other than full-time permanent.....	1,106	2,153	2,282
11.5	Other personnel compensation.....	230	300	300
11.8	Special personal services payments.....	22	---	---
11.9	Total personnel compensation.....	7,265	13,955	14,771
12.1	Civilian personnel benefits.....	1,402	3,000	3,200
21.0	Travel and transportation of persons.....	704	1,000	1,000
22.0	Transportation of things.....	330	1,000	1,000
23.2	Rental payments to others.....	5	1,000	1,000
23.3	Communications, utilities, and miscellaneous charges.....	297	500	500
24.0	Printing and reproduction.....	44	500	500
25.2	Other services.....	1,886	3,395	2,849
26.0	Supplies and materials.....	486	5,000	3,600
31.0	Equipment.....	547	2,000	1,800
32.0	Lands and structures.....	---	50	50
41.0	Grants, subsidies, and contributions.....	4	---	---
99.0	Subtotal, reimbursable obligations.....	12,970	31,400	30,270
99.9	Total obligations.....	539,841	571,656	613,677

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code: 14-1109-0-1-302	1992 actual	1993 enacted	1994 estimate
Direct: Total compensable workyears:			
Full-time equivalent employment.....	7,699	7,893	7,826
Full-time equivalent of overtime and holiday hours.....	74	100	100
Reimbursable: Total compensable workyears:			
Full-time equivalent employment.....	257	499	531
Full-time equivalent of overtime and holiday hours.....	6	7	7

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Investment Package
Program and Financing (in thousands of dollars)

Identification code: 14-1109-7-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.03 Renewable resources management.....	---	---	18,900
00.06 Resource protection and maintenance.....	---	---	4,000
10.00 Total obligations (object class 25.0).....	---	---	22,900
Budget authority:			
40.00 Appropriation.....	---	---	22,900
Relation of obligations to outlays:			
71.00 Total obligations.....	---	---	22,900
74.40 Obligated balance, end of year.....	---	---	(2,977)
90.00 Outlays (net).....	---	---	19,923

Appropriation: Fire Protection

Appropriation Language Sheet

For necessary expenses for fire management, emergency rehabilitation, [firefighting,] fire suppression *and preparedness*, and other related emergency actions by the Department of the Interior, [\$119,310,000] \$117,538,000 to remain available until expended; *Provided*, That such funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That unexpended balances of amounts previously appropriated for this purpose under the heading "Firefighting", Bureau of Land Management, may be transferred to and merged with this appropriation and accounted for as one appropriation for the same time period as originally enacted].

(16 U.S.C. 1; 16 U.S.C. 594; 16 U.S.C. 668dd - 668ee; 42 U.S.C. 1856; 42 U.S.C. 5121; 16 U.S.C. 3101; 43 U.S.C. 1748; 25 U.S.C. 3101; P.L. 102-381, *Department of the Interior and Related Agencies Appropriations Act, 1993*).

Justification of Proposed Language Change

1. Deletion: [firefighting]

Deletion of the word "firefighting" because all firefighting activities are now funded in the Emergency Department of the Interior Firefighting appropriation.

2. Addition: and preparedness,

This language provides a more descriptive designation of how the funds are actually used. These funds provide for the preparation of the necessary forces, resources, and capabilities that will be needed to suppress wildfires.

3. Deletion: [*Provided*, That such funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That unexpended balances of amounts previously appropriated for this purpose under the heading "Firefighting", Bureau of Land Management, may be transferred to and merged with this appropriation and accounted for as one appropriation for the same time period as originally enacted].

This language is deleted because it is no longer necessary. Emergency firefighting funds are no longer part of this appropriation, a separate appropriation titled "Emergency Department of the Interior Firefighting Fund" was established in 1992. The merger of prior year balances will be accomplished in 1993.

Appropriation Language Citations

For necessary expenses for fire management, emergency rehabilitation, [firefighting], fire suppression and *preparedness*, and other related emergency actions by the Department of the Interior, [\$119,310,000] \$117,538,000 to remain available until expended: [*Provided*, That such

funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That unexpended balances of amounts previously appropriated for this purpose under the heading "Firefighting", Bureau of Land Management, may be transferred to and merged with this appropriation and accounted for as one appropriation for the same time period as originally enacted].

16 U.S.C. 1;
16 U.S.C. 594;
16 U.S.C. 668dd - 668ee;
42 U.S.C. 1856;
42 U.S.C. 5121;
16 U.S.C. 3101;
43 U.S.C. 1748;
25 U.S.C. 3101;
P.L. 102-381.

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State

and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971, as amended by the Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial resources from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of Public Lands and resources from destruction by fire.

Summary of Requirements
(dollars in thousands)

Appropriation: DOI Fire Protection

	FTE	Amount
President's Budget, 1993	2,114	118,296

Summary of Uncontrollable and Related Changes*	FTE Amount
FTE Usage Reduction	-86 (948)
Administrative Streamlining	0 (1,500)
Additional Cost in 1994 of the January 1993 Pay Raise	0 900
CSRS/FERS Retirement Cost	0 790

Total Uncontrollable Changes	(86)	(758)
Program Changes (detailed below)	0	0

Total Requirements (1994 Request)	2,028	117,538
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Comparison by Activity/Subactivity	1992		1993		Uncontrollable Changes (+/-)	Program Changes		1994		Inc (+) Dec (-) from 1993		
	Actual		Enacted To Date			Changes		Budget Request				
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Program Management	455	32,255	526	31,677	(7)	(228)	0	0	519	31,449	(7)	(228)
Presuppression	1,510	88,218	1,588	86,619	(79)	(530)	0	0	1,509	86,089	(79)	(530)
Transfer Repayment	0	(5,000)	0	0	0	0	0	0	0	0	0	0
TOTAL APPROPRIATION	1,965	115,473	2,114	118,296	(86)	(758)	0	0	2,028	117,538	(86)	(758)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

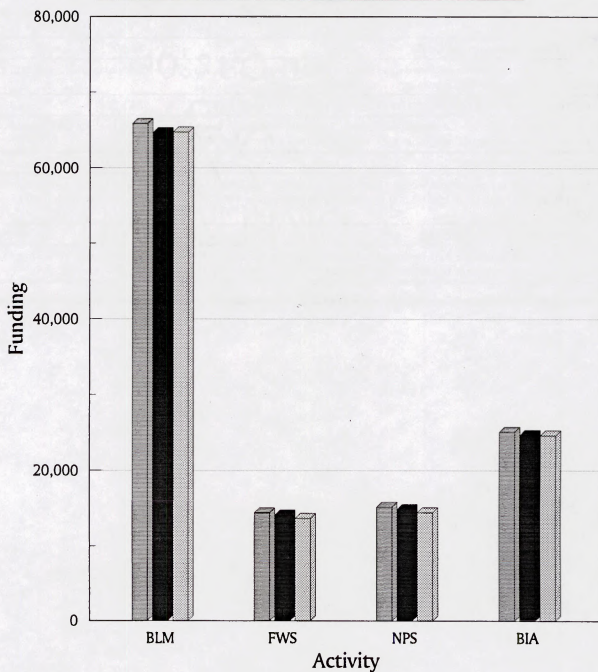
❖Justification of Uncontrollable Changes❖

Table I Justification of Uncontrollable Changes (\$ 000s).

	1993 Est./ FTE	1994 Change (+/-)
CSRS/FERS Retirement Costs	\$9,809	+\$790
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in Bureau work force.		
Additional cost in FY 1994 of the January 1993 pay raise	\$34,370	-\$940
The adjustment is for an additional amount of \$900,000 needed in 1994 to fully fund the one additional quarters' costs associated with the 3.7% raise effective in January 1993.		
FTE Usage Reduction	N.A./-50	-\$948
The adjustment is for the cost savings associated with the fire Bureaus' share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995, by implementing Executive Order 12839.		
Administrative Streamlining	N.A./-36	-\$1,500
The adjustment is for the cost savings associated with a reduction in administrative expenses reflecting the Administration's program to increase the administrative productivity of the Federal government.		

Fire Protection BY DOI Bureau

Dollars in Thousands



92 Enacted

93 Enacted To Date

94 Request

Appropriation: Fire Protection

Table II Activity Summary (\$ 000s).

Activity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes	1994 Budget Request	Change From 1993 (+/-)
Program Management	31,677	-228	0	31,449	-228
Presuppression	86,619	-530	0	86,089	-530
<i>Total</i>	<i>118,296</i>	<i>-758</i>	<i>0</i>	<i>117,538</i>	<i>-758</i>

Table III Activity Summary by Bureau (\$ 000s).

Bureau	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Bureau of Land Management	64,674	-884	+937	64,727	+53
Fish and Wildlife Service	14,116	+23	-519	13,620	-496
National Park Service	14,849	+97	-544	14,402	-447
Bureau of Indian Affairs	24,657	-8	-34	24,615	-42
Office of the Secretary	0	+14	+160	174	+174
<i>Total</i>	<i>118,296</i>	<i>-758</i>	<i>0</i>	<i>117,538</i>	<i>-758</i>

Appropriation Overview

❖Authorizations❖

See Appropriations Language Citations section for basic program statutory authorizations.

❖Objectives❖

The objectives of the Fire Protection program in the Department of the Interior (DOI) are to:

- provide the necessary forces, resources, and capabilities ready to suppress wildfires in order to preserve the capability of DOI managed lands to contribute to the natural resource, socioeconomic and multiple-use needs of the Nation;

- incorporate planning for fire management into other land use and resource management plans of the Department;

- utilize prescribed fire to protect and enhance natural resources; and

- conduct fire programs and prescribed fire activities in a manner consistent with bureau land use plan objectives.

❖ 1994 Core Program Activity ❖

The 1993 Enacted Funding Level for the Fire Protection Appropriation is \$118,296,000 and 2,114 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$758,000 and 86 FTE from the 1993 Enacted level providing a 1994 continuing program level of \$117,538,000 and 2,028 FTE.

The Fire Protection appropriation includes funding for program management and presuppression, the predictable aspects of the DOI fire program, in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM and are made available by allocation to the other three bureaus and to the Office of the Secretary for their program activities.

Appropriations to cover the full range of non-emergency fire program costs provide a stable funding source for the predictable fire protection operations (program management and presuppression), which must take place regardless of the severity of any given fire season.

Prior to 1990, each bureau's fire fighting program was funded directly through each bureau's primary operating accounts. In most cases minimal funding was provided in the annual appropriations act. Emergency transfers made under the authority of §102 in the annual Department of the Interior Appropriations Acts provided the bulk of the funding needed to protect DOI lands and resources and to suppress wildfires. Repay-

ment of the transfers was accomplished through subsequent supplemental appropriations or through funds included in the next year's appropriations act.

Establishment of the "Firefighting" account in 1990 allowed the Department and the Congress to provide upfront funding for the majority of each bureau's program management and presuppression activities as well as funding for emergency costs. The "Firefighting" account also permitted the Department to establish common definitions for programs, allowing Department-wide evaluation, analysis and accounting of firefighting programs.

In 1992 the "Firefighting" appropriation was split into two accounts, this account (now called "Fire Protection") for non-emergency program management and presuppression and one for emergency wildfire suppression and emergency rehabilitation programs ("Emergency DOI Firefighting Fund").

General descriptions of the two program activities in Fire Protection follow. More detailed program descriptions of each activity are included in the individual bureau descriptions.

Program Management

Includes overall program management and program planning costs for the fire program, particularly those costs that are not direct, level-of-effort costs associated with annual fire season workloads. Includes compensation for fire management staffs in the bureaus; all "fair share" and basic operational costs of the National Interagency Fire Center (NIFC, formerly the Boise Interagency Fire Center) and the Alaska Fire Service (AFS); development and operation of the Initial Attack Management System (IAMS) and associated automatic lightning detection and weather station systems; basic fire communications systems; training development and management; interagency coordination and program development such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee; data collection and analysis

necessary to prepare fire management plans and related materials; fire program research; and technical fire management input and support for planning and conducting of prescribed fires, including prescribed natural fire programs, but excluding hazard fuel reduction activities. Funding for indirect costs of contracting with Indian Nations under P.L. 93-638 is included in this subactivity. Also includes funding for the Departmental program coordinator.

Presuppression

Covers costs of preparations for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the bureaus' fire management plans to prepare for the annual fire season. Includes compensation for permanent, seasonal and furloughable fire management personnel and support staff performing presuppression work; expendable and capital equipment that is directly related to fire suppression work; equipment operation and maintenance; training directly related to fire protection and suppression; contracts (including protection for certain lands or resources, aircraft availability, and flight time for reconnaissance); dispatching/logistical services; emergency communications equipment and services; special weather forecasting services; and administrative support. Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce fuel levels creating hazards for resources, structures or facilities, or adjacent lands, in accordance with fire management plans.

Fire Research

The fire research program that was initiated in 1992 will be continued in the 1994 Budget Request at a level of \$1,475,000 (in Program Management). The research initiative is managed by a chartered Research Working Team under direction of the DOI Fire Coordinating Committee. It includes projects that are necessary to improve fire fighting methods and safety, and improve knowledge of the relationship between

fire, the environment, and various ecosystems that are managed by the four participating bureaus. Coordination of projects and priorities with the Forest Service (FS) is underway. Conduct of the proposed projects is through existing FS research labs and through contracts with universities. The 1994 funding for research projects is consolidated in the BLM allocation for ease of administration.

❖1994 Program Change❖

Table IV 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	117,538	0
FTE	2,028	0

The 1994 Budget Request is \$117,538,000 and 2,028 FTE. In 1994, the following program changes are proposed:

- *Fire Research:* The fire research funding will be consolidated in the BLM in 1994 for ease of administration.
- *Departmental Fire Coordinator:* Beginning in late 1992, the position of Departmental Fire Program Coordinator was filled and funded through an interagency agreement with the Bureau of Land Management, on behalf of all four bureau fire management programs in the Department. This arrangement continues in 1993, with each bureau contributing support in proportion to the size of its share of the overall Fire Protection appropriation. In 1994 this arrangement is formalized with a budgeted allocation of funds within this appropriation to the Office of the Secretary for Departmental fire program coordination.

Bureau: Bureau of Land Management

Activity Summary

Table V Activity Summary, Bureau of Land Management (\$ 000s).

Activity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Program Management	11,375	-404	+937	11,908	+533
Presuppression	53,299	-480	0	52,819	-480
<i>Total</i>	<i>64,674</i>	<i>-884</i>	<i>+937</i>	<i>64,727</i>	<i>+53</i>

Justification of Program and Performance

Bureau: Bureau of Land Management Activity: Program Management

Table VI Activity Summary, Bureau of Land Management (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	11,375	-404	+937	11,908	+533
FTE	155	-7	0	148	-7

❖1994 Core Program Activity❖

The 1993 Enacted Funding level for BLM Program Management is \$11,375,000 and 155 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$404,000 and 7 FTE from the 1993 Enacted level, providing a 1994 continuing program level of \$11,024,000 and 148 FTE.

The priority BLM program management accomplishments planned for 1994 are as follows:

- update and revise the BLM's Fire Management Activity Planning and adjust internal funding allocations and to utilize the Most Efficient Level (MEL) for all aspects of the BLM program receiving fire protection funding;
- design, improve and conduct fire training programs to have a fully qualified, highly trained force of fire personnel ready and able to conduct the BLM fire management and suppression efforts;
- operate and maintain the Department of the Interior's share of the NIFC program for fire preparedness, logistical support, training and communications;

- operate and staff the BLM Alaska Fire Service (AFS) to protect designated Interior Department managed and Native Corporation lands in Alaska;

- provide operation and maintenance for the Initial Attack Management System (IAMS);

- continue to implement a "greenstripping concept" to reduce the size and number of large project fires, and protect natural resource values in selected high fire occurrence areas;

- maintain fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass; and

- continue to participate in the Departmental fire research effort that was established in 1992. For 1994, funding for the entire DOI fire research program (\$1,475,000) will be consolidated in the BLM Program Management activity.

Program management is an integral part of the overall BLM mission to manage, protect and enhance the natural resources of the Public Land in order to preserve multiple-use capabilities to meet the Nation's resource requirements.

As one part of its mission, BLM is responsible for protecting property and natural resources from the destructive effects of wildfire on 443 million

acres of lands, including both Public Land managed by BLM and on other lands through cooperative agreement or mutual exchange. BLM carries out its fire management responsibilities on the Public Land and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with other Federal and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Land and the 2.4 million acres of Oregon and California Grant Lands, Coos Bay Wagon Road Lands and intermingled Public Land in Western Oregon.

National Interagency Fire Center

BLM maintains and operates the National Interagency Fire Center (NIFC), a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service, National Weather Service, and other Interior bureaus. NIFC provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. The national fire cache for supplies and radios, the technical support for the Initial Attack Management System (IAMS), the BLM's equipment and fire science support groups, the Smokejumper program and the BLM fire training development center are also housed at NIFC. The total core DOI cost of NIFC operations is included in the BLM portion of the Fire Protection account. Participating agencies from outside the Interior Department continue to reimburse BLM for their shares of NIFC base operations costs.

Alaska Fire Service

The BLM's Alaska Fire Service (AFS), located at Fairbanks, Alaska, provides fire protection to all Department of the Interior lands in Alaska and to applicable Alaska Native lands. The area protected includes approximately 266 million acres. The total cost of AFS basic operations is included in the BLM portion of the Fire Protection account.

Initial Attack Management Systems

The Initial Attack Management System (IAMS) is an operational, computerized remote fire detection and fire predictive system that was designed by BLM to provide additional intelligence to fire managers so that they could more effectively perform fire detection, pre-positioning of forces and dispatch initial attack forces. If wild fires can be attacked when they are small, under moderate to severe conditions, the chances of successfully suppressing them with the initial attack force are high. The result is that the cost of suppression is significantly lower than if fires escape initial attack efforts to become project size.

New Technologies and Innovations

The 1994 budget request level enables BLM to continue its highly successful "greenstripping" initiative. Greenstripping is the placement of fire resistant vegetation to slow or stop wildfires, especially in the large expanses of "cheatgrass" found in the Great Basin region. Greenstrips are planted at strategic locations to protect high resource value areas, defend wildland/urban interface zones, and to break up extensive highly flammable annual grass ranges into smaller units to avoid large catastrophic wildfires. To date, 280 miles or approximately 10,080 acres of greenstrips have been planted, primarily in southern Idaho. Preliminary evaluations indicate that the greenstripping program may have significant potential in slowing and/or stopping the spread of wildfires and thus reducing suppression costs. Further analysis of the effectiveness and suppression cost savings of this program is being made.

❖1994 Program Increase❖

Table VII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	11,908	+937
FTE	148	0

The 1994 Budget Request is \$11,908,000 and 148 FTE, a program increase of \$937,000. This increase consists of the following program changes:

- *Fire Research:* (+\$1,025,000). In 1994, funding for all DOI fire research projects is consolidated in the BLM portion of the Fire Protection account, under Program Management, for ease of administration. The increase represents the funding shown in the NPS and FWS in previous years for a total 1994 level of \$1,475,000. The

BLM's previous share of the research funding was \$450,000. Research funding is consolidated in BLM to improve the management of research project funding to reflect the dynamic nature of the program. All research projects are evaluated and directed by the Inter-Agency Research Working Team, and lead bureaus are identified for each project. Financial administration is centralized in the BLM.

- *Departmental Fire Coordinator* (~\$88,000). This represents the BLM's share of funding the Departmental Fire Coordinator position, which is being separately identified in 1994.

Justification of Program and Performance

Bureau: Bureau of Land Management

Activity: Presuppression

Table VIII Activity Summary, Bureau of Land Management (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	53,299	-480	0	52,819	-480
FTE	875	-39	0	836	-39

◆1994 Program◆

The 1993 Enacted Funding level for BLM Presuppression is \$53,299,000 and 875 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$480,000 and 39 FTE from the 1993 Enacted level, providing a 1994 Budget Request of \$52,819,000 and 836 FTE.

This activity includes the functions necessary for the BLM to take preparatory actions to have fire fighting forces and equipment available, trained, positioned, and ready to fight the 10-year average of 3,100 wildfires burning about 1,700,000 acres. The forces are positioned and allocated as provided in BLM's national, state, and district fire management plans utilizing the Most Efficient Level (MEL) calculations of the plans.

Included in the 1994 budget request level are the costs of the following presuppression requirements: hiring, training, equipping and paying the basic 40-hour work week salaries and benefits for approximately 2,000 seasonal fire suppression and support personnel and of other BLM career permanent and temporary fire suppression management and support personnel during the fire activation season; inspecting and servicing 400 fire trucks; making available, through contract, a minimum of 31 helicopters, 7 multi-engine retardant aircraft, and 21 multi-purpose aircraft; inventory and stocking of fire supply caches; activating 150 seasonal initial attack fire stations

and transporting seasonal fire personnel to their duty stations; activating weather stations and automatic lightning detection facilities and look-outs; operating several firefighting dispatch, coordination and logistic support facilities; and providing communications equipment, networks and facilities. These activities take place during the designated activation periods of the fire season. To meet all aircraft support requirements of this mission the BLM uses full service contracts through the Office of Aircraft Services.

A BLM National Fire Plan was completed in 1991 that included a cost analysis to determine the most cost-effective preparedness levels for the average fire year. This analysis considered the relationship of the total costs of preparedness, suppression, and fire damages to achieve the optimal level of preparedness funding needed to minimize suppression costs and resource damages. This is called the Most Efficient Level (MEL) for fire protection.

Also included in this activity is the hazard fuels reduction program to protect selected areas, particularly developments within and adjacent to the Public Land, e.g., the wildland/urban interface, from high wildfire risk. Hazardous fuels reduction may be accomplished through a variety of means including prescribed burning. Hazard reduction activities are in agreement with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Agriculture.

Bureau: Fish and Wildlife Service

Activity Summary

Table IX Activity Summary, Fish and Wildlife Service (\$ 000s).

Activity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Program Management	3,802	-29	-519	3,254	-548
Presuppression	10,314	+52	0	10,366	+52
<i>Total</i>	<i>14,116</i>	<i>+23</i>	<i>-519</i>	<i>13,620</i>	<i>-496</i>

Justification of Program and Performance

Bureau: Fish and Wildlife Service Activity: Program Management

Table X Activity Summary, Fish and Wildlife Service (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	3,802	-29	-519	3,254	-548
FTE	59	0	0	59	0

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for FWS Program Management is \$3,802,000 and 59 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$29,000 from the 1993 Enacted level, providing a 1994 continuing program level of \$3,773,000 and 59 FTE.

The Fish and Wildlife Service (Service) program management activity includes the overall fire program planning and management at refuges, hatcheries, research facilities, regional and Washington offices, and National Interagency Fire Center (NIFC). These funds provide for the overall management and planning for the Service's fire management program, especially those costs that are not direct, level-of-effort costs associated with annual fire season workloads. It includes all related costs of providing technical input, reviewing or developing fire management plans, fire dispatch plans, prescribed burning plans and plan amendments. Also, all related costs for providing technical input and support for planning of hazardous fuel reduction prescribed fires, training development, developing interagency agreements and contracts, interagency coordination, equipment costs for communications base systems, detection systems, and prevention activities are included within the program management

subactivity. Funding for fire research projects (\$500,000) has been consolidated in BLM Program Management in 1994.

❖1994 Program Decrease❖

Table XI 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	3,254	-519
FTE	59	0

The 1994 Budget Request is \$3,254,000 and 59 FTE, a program decrease of \$519,000. This decrease consists of the following program changes:

- *Fire Research:* (-\$500,000). This represents the FWS share of the Departmental fire research funding consolidated in the BLM allocation for ease of administration.
- *Departmental Fire Coordinator* (-\$19,000). This represents the FWS share of funding the Departmental Fire Coordinator position.

Justification of Program and Performance

Bureau: Fish and Wildlife Service Activity: Presuppression

Table XII Activity Summary, Fish and Wildlife Service (\$000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	10,314	+52	0	10,366	+52
FTE	169	0	0	169	0

❖1994 Program❖

The 1993 Enacted Funding Level for FWS Presuppression program is \$10,314,000 and 169 FTE. For 1994, adjustments as a result of uncontrollable changes will add \$52,000 to the 1993 enacted level, providing a 1994 Budget request of \$10,366,000 and 169 FTE.

The Service's presuppression activities include all aspects of preparedness for the annual wildfire season and for reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the fire management plans including salary of firefighting and support personnel, aircraft contract guarantees, equipment purchase, operation and maintenance, fire related training, dispatching and logistics operation, activation of field stations including utility and communications costs, supplies, and capitalized equipment directly related to the wildfire protection.

Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce non-activity fuel levels creating hazards for resources, structures or facilities, or adjacent lands, in accordance with approved fire management plans and where fire protection is the initiating and benefiting subactivity. Hazard fuel reduction activities are performed in accordance

with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Agriculture.

The Service ensures that all employees involved in the fire management program are fully trained by a staff of refuge fire management officers and fire ecologists who provide both a cadre of expertise and a reservoir of instructors. The Service uses national interagency standards as the basis for qualification of refuge employees to conduct prescribed burns. The Service, while meeting or exceeding interagency standards, focuses on time and cost efficiencies in implementing total fire management. These courses integrate prescribed fire, fire ecology, and management responsibilities within the standards.

Bureau: National Park Service

Activity Summary

Table XIII Activity Summary, National Park Service (\$ 000s).

Activity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Program Management	8,276	+123	-544	7,855	-421
Presuppression	6,573	-26	0	6,547	-26
<i>Total</i>	<i>14,849</i>	<i>+97</i>	<i>-544</i>	<i>14,402</i>	<i>-447</i>

Justification of Program and Performance

Bureau: National Park Service Activity: Program Management

Table XIV Activity Summary, National Park Service (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	8,276	+123	-544	7,855	-421
FTE	161	0	-1	160	-1

◆1994 Core Program Activity◆

The 1993 Enacted Funding Level for NPS Program Management is \$8,276,000 and 161 FTE. For 1994, adjustments as a result of uncontrollable changes will add \$123,000 to the 1993 Enacted level, providing a 1994 continuing program level of \$8,399,000 and 161 FTE.

Fire management at national parks, monuments, preserves and historical sites requires a professional focus unique to the National Park Service (NPS). The public, and many special interest organizations, maintain high expectations for the NPS, the caretaker of these special sites. That expectation includes the demand for national parks to be the showcase for America's ability to correctly manage fire in these natural ecological areas.

Program management provides the fundamental base structure for NPS fire management activities. This oversight and support are integral to the protection of natural and cultural resources, the public and structural improvements from wildfire. This subactivity is vital for planned and supervised management of fire in the complex natural ecosystems which must be maintained within the national parks.

The organization of the NPS is extremely decentralized. The NPS encompasses 80 million acres in 10 regions and oversees 356 field offices, of which 230 are in wildfire prone areas. A Washington Office staff and operational support staff at the National Interagency Fire Center (NIFC), Boise, Idaho, are the focal points for Servicewide program management.

The following are key components within Program Management:

Program Management and Support

A total of 107 permanent fire-dedicated positions are funded in 37 parks, 10 Regional Offices, the Washington Office and NIFC. These positions provide managerial program oversight, technical expertise for fire activities and related support functions, and coordination for interagency fire management activities. Ninety-six of these positions were created in the last two years in response to deficiencies identified by the Interagency Fire Policy Review Team. Qualified and experienced personnel are mandatory for the successful application of fire management. Where possible, the NPS interfaces fire activities with other operational functions to maximize the efficiency of personnel, but complex park and regional programs (*i.e.*, those with prescribed natural fire, prescribed burning and suppression)

must maintain fire-dedicated staff rather than assign fire responsibilities as a collateral duty.

Prescribed Fire Management

The NPS manages 170 prescribed natural fires burning 47,000 acres in a normal fire year (third highest occurrence in a 10-year period). Revised program management guidelines require daily on-site monitoring of most of these fires in order to provide adequate information flow for line manager decisions. This monitoring is also essential for compliance with interagency preparedness plans which are used to determine whether new or existing prescribed natural fires can be allowed to continue based on the availability of standby suppression resources.

The NPS also carries out limited resource management prescribed burning under this subactivity to restore or maintain natural ecosystems and to protect cultural resources.

This activity also includes long-term fire effects monitoring. Parks monitor the long-term effects of prescribed burning on vegetative communities in order to assess whether burns are achieving program goals and objectives for fuels and ecosystem management. This monitoring must be carried out over several years in order to accurately assess long-term vegetative change. At present, 14 parks within the Western Region, 1 park in the Southwest Region, and 1 park in the Rocky Mountain Region are participating in this program.

Sixty-three seasonal personnel are employed for monitoring prescribed natural fires and fire effects.

National Oversight

National oversight activities include operational support for FIREPRO, the fire management planning and budget allocation system utilized by the NPS. FIREPRO utilizes custom-designed software on a minicomputer to determine park and regional program needs for initial attack preparedness,

prescribed fire monitoring, permanent staffing, hazard fuels reduction, training, and equipment. Field offices enter information about fire occurrence, weather, fuel models, hazard fuels projects, and values at risk. Based on area-specific data on program workload, program complexity, and fire severity, the FIREPRO analyses determines appropriate staffing and funding levels for all parks and Regional Offices. This subactivity supports continued maintenance of existing custom programs along with refinements and improvements in the system.

The Branch of Fire Management also carries out field audits and program management reviews for all FIREPRO parks on a predetermined schedule. These audits maintain program integrity and provide information on how well FIREPRO meets program management needs.

Funding is provided for a contracted computer systems support staff, and data communications links with 241 parks, 10 Regional Offices, and other minicomputer and mainframe computer systems. The national office budget also funds the costs for all parks to link into the Administrative and Forest Fire Information Management System through which they archive fire weather data, including the costs of satellite downlink from all Remote Automated Weather Stations.

The national fire office also provides centralized computer database programs to track fire overhead job qualifications for 5,000 personnel and to compile daily fire situation reports distributed to interagency coordination centers and to all levels of administration.

National Oversight also includes development of new training courses and "fairshare" costs of interagency activities, the activities of the National Wildfire Coordinating Group and the Interior Fire Coordinating Committee, and interagency fire prevention activities. In 1994, the funding for NIFC and the AFS is consolidated in the BLM.

Regional Oversight

This includes the cost of direct oversight and support of park fire programs by Regional Fire Management Officers. Regional Fire Management Officers conduct FIREPRO audits and program management reviews on a regular schedule. Regions also provide the majority of support for interagency fairshare activities for wildfire suppression, including retardant bases, smokejumper bases, helicopter and other aircraft contracts, lookout towers, and Interagency Area Coordination Centers. Funding for fire research in the 1993 program (\$525,000) has been consolidated in BLM Program Management.

This decrease consists of the following program changes:

- *Fire Research*: (–\$525,000). This represents the NPS share of the Departmental fire research funding consolidated in the BLM allocation for ease of administration.
- *Departmental Fire Coordinator* (–\$19,000 and –1 FTE). This represents the NPS share of funding the Departmental Fire Coordinator position.

❖1994 Program Decrease❖

Table XV 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	7,855	-544
FTE	160	-1

The 1994 Budget Request is \$7,855,000 and 160 FTE, a program decrease of \$544,000 and 1 FTE.

Justification of Program and Performance

Bureau: National Park Service Activity: Presuppression

Table XVI Activity Summary, National Park Service, (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	6,573	-26	0	6,547	-26
FTE	172	0	0	172	0

❖1994 Program❖

The 1993 Enacted Funding Level for NPS Presuppression is \$6,573,000 and 172 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$26,000 from the 1993 Enacted level, providing a 1994 Budget request level of \$6,547,000 and 172 FTE.

The presuppression activity includes funding for all actions taken to prepare for the normal year fire season (defined as the third highest fire occurrence level in a 10-year period of record). The length of the fire season varies from park to park, but is defined as the period in which there is at least a 10 percent chance of wildfire occurrence.

The success of this subactivity is dependent on the program management subactivity to be fully functional. NPS must be assured of a dependable level of staffing, equipment, and supplies in order to execute fire protection in the national parks.

The following are key components within Presuppression:

Initial Attack Preparedness

This involves hiring and training the 284 initial attack firefighters required to suppress the normal-year wildfire load of 905 fires burning 169,000 acres. It also involves inspecting and servicing 134 fire engines and numerous water trucks, pumps, chain saws, foam units, handtools, and other standard equipment and fire cache supplies in 230 parks in 10 Regions, providing arduous duty physicals for 2,200 fire personnel, maintaining NPS-owned fire vehicles, rental and mileage for additional vehicles during the fire season, and activating fire lookout towers and weather stations. The NPS uses full-service contracts through the Office of Aircraft Services to meet all aircraft support requirements for presuppression.

"Initial attack" is instrumental in preventing disaster size fires and reduction of total program costs. Fires successfully controlled during the first burning period often cost less than \$10,000 to suppress. Larger fires easily run into the millions of dollars for suppression. The availability of trained, experienced, and properly equipped initial attack forces during the first few minutes after discovery is the deciding factor between large or small fires.

NPS program management requires dedicated fire personnel to assure availability for suppression is

not compromised by other Park Service obligations. Likewise, during fire actions NPS cannot always use other activity personnel for fire assignment which, if used for fire, could close down park functions and eliminate visitor access.

Hazard Fuel Reduction

Hazard fuels are those fuels whose proximity places structures, developments, visitor use areas and other values at unacceptable risk from wildfire. Often unnaturally large accumulations of fuels exist due to past fire suppression activities or natural disasters (such as hurricanes or volcanic eruptions). Funding is provided to approximately 42 parks to carry out approximately 109 hazardous fuels reduction projects annually. These projects treat an average of 103,000 acres annually.

Capitalized Equipment

This subactivity includes the cyclical replacement and new purchase of major capitalized fire equipment, such as fire engines, slip-on pumps, weather stations, pumps, and computers. These purchases are necessary to maintain an efficient initial and extended attack response to wildfires and to carry out prescribed burning and hazard fuel reduction operations. The NPS purchases an average of 14 new or replacement fire engines each year. Very specialized equipment is required for fire suppression. The equipment must be of excellent quality to assure dependability and durability. Substandard equipment can jeopardize fire fighters safety. Specifications are national and interagency in scope to assure full on-the-fire compatibility with other wildland fire agencies.

Bureau: Bureau of Indian Affairs

Activity Summary

Table XVII Activity Summary, Bureau of Indian Affairs (\$ 000s).

Activity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Program Management	8,224	+68	-34	8,258	+34
Presuppression	16,433	-76	0	16,357	-76
<i>Total</i>	<i>24,657</i>	<i>-8</i>	<i>-34</i>	<i>24,615</i>	<i>-42</i>

❖Activity Summary❖

The fire program of the Bureau of Indian Affairs (BIA) involves fire management and presuppression activities, which include planned events or non-emergency situations.

For 1994, the BIA intends to continue its tradition of aggressive fire suppression on lands held in trust for the Indian people and to carry out these responsibilities cooperatively with other Federal and state fire agencies to achieve the most cost effective use of available public funds. Further, the BIA intends to provide all assistance legally available in assisting interested tribes to take over fire protection of their own lands under the provisions of the Indian Self Determination Act as amended.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs Activity: Program Management

Table XVIII Activity Summary, Bureau of Indian Affairs (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	8,224	+68	-34	8,258	+34
FTE	151	0	-1	150	-1

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for BIA Program Management is \$8,224,000 and 151 FTE. For 1994, adjustments as a result of uncontrollable changes will add \$68,000 to the 1993 Enacted level, providing a 1994 continuing program level of \$8,292,000 and 151 FTE.

Fire program management costs includes overall management and program planning costs for the Bureau's firefighting program, particularly those costs that are not direct, level-of-effort costs associated with expected annual fire season workloads. All permanent, full-time staff at the national, area and field level as well as some aviation personnel, receive part or all of their salary from this subactivity.

The program is responsible for much of the radio communications system used throughout the bureau; software development and maintenance; for the hardware costs of an independent automated fire information system developed to collect and disseminate fire program management data; and for user applications.

In 1993, a major fire planning effort was initiated throughout the Bureau's fire program to analyze its overall protection job using the process

defined in the National Fire Management Analysis System (NFMAS). Current timelines call for the completion of this effort in April of 1994 for inclusion in the 1996 budget proposal. Completion of this effort will place BIA on a common fire planning system with the U.S. Forest Service and the Bureau of Land Management.

❖1994 Program Decrease❖

Table XIX 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	8,258	-34
FTE	150	-1

The 1994 Budget Request is \$8,258,000 and 150 FTE, a program decrease of \$34,000 and 1 FTE. This decrease consists of the following program change:

- *Departmental Fire Coordinator* (-\$34,000 and -1 FTE). This represents the BIA share of funding the Departmental Fire Coordinator position.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs Activity: Presuppression

Table XX Activity Summary, Bureau of Indian Affairs (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	16,433	-76	0	16,357	-76
FTE	372	-40	0	332	-40

❖1994 Program❖

The 1993 Enacted Funding Level for BIA Presuppression is \$16,433,000 and 372 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$76,000 and 40 FTE from the 1993 Enacted level, providing a 1994 Budget request level of \$16,357,000 and 332 FTE.

Presuppression covers preparedness for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the Bureau's Normal Fire Year Plans (NFYPs). NFYPs include costs of seasonal and permanent (less than full time) fire management personnel; fire-related expendable and capital equipment; equipment operation and maintenance; fire management training; fire protection contracts including aircraft availability and presuppression flight time; dispatching; logistics; communications; and administrative support.

Fuel levels which create hazards to resources, structures, facilities, or adjacent lands are reduced in accordance with fire management plans using prescribed fires, mechanical, or other means. The Bureau wishes to continue its active use of fire as a management tool during 1994 subject to tribal approval and resolution of the

issue of smoke management jurisdiction on Indian lands.

The BIA employs between 1,000 and 1,500 less-than-full-time employees annually to provide for the day-to-day levels of readiness needed to protect Indian lands from wildfire. In addition, the Bureau trains and manages approximately 200 Native American firefighting crews which are employed throughout the country by other firefighting agencies. Each crew includes 20 people. Employment on these crews provides a significant source of income to Indian people and the program is considered very important to tribal governments.

Many smaller field sites receive their fire protection through contractual arrangements with cooperating local, state, and federal agencies as a more cost effective approach toward meeting the BIA's trust responsibilities for Indian land. Fifteen agencies are completely protected under this arrangement and numerous others receive partial protection through contracts. Cooperative agreements and contracts with nineteen different tribes for part or all of the fire protection of their own lands are also funded under this category and the number is expected to increase in 1994.

The Bureau provides wildland fire protection for a total of 59.6 million acres of trust lands. Of that

total, 6.4 million acres are classified as commercial forest, 8.3 million acres as woodlands, and 44.9 million acres as non-forest lands. Based upon total obligations for the period 1985-89, the Bureau invested an average of \$0.26 per acre per year to carry out the fire management and presuppression phases of its protection responsibilities.

Bureau: Office of the Secretary

Justification of Program and Performance

Bureau: Office of the Secretary

Activity: Program Management

Table XXI Activity Summary, Office of the Secretary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Chan- ges (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	0	+14	+160	174	+174
FTE	0	0	+2	2	+2

❖1994 Core Program Activity❖

The 1994 program for the Office of the Secretary provides funding for the Departmental Fire Program Coordinator function. This function was established in late 1992 in the Office of the Assistant Secretary, Policy, Management and Budget, following a Departmentwide study of issues related to fire program and budget coordination, liaison, and representation within the Department. One principal conclusion of the study was the recommendation to the Secretary to establish a Department-level position to provide overall program coordination and direction for fire management programs, including long range planning, budget strategy, oversight and evaluation, liaison within and outside of the department, and representation of fire management programs to Departmental and outside officials and organizations.

Beginning in late 1992, the position of Departmental Fire Program Coordinator was filled and funded through an interagency agreement with the Bureau of Land Management, on behalf of all four bureau fire management programs in the Department. This arrangement continues in 1993, with each bureau contributing support in propor-

tion to the size of its share of the overall Fire Protection appropriation.

In 1994, the Coordinator will continue with long range program planning, coordination of budget strategy, review and presentation, general program coordination and liaison, and coordination of fire season briefings for Departmental policy officials. As part of these duties the Coordinator will be assisting the Interior Fire Coordinating Committee composed of the bureau fire directors with special projects and supporting FWS and BIA in implementing improved program and budget planning systems.

❖1994 Program Increase❖

Table XXII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	174	+160
FTE	2	+2

The 1994 Budget Request is \$174,000 and 2 FTE, a program increase of \$160,000 and 2 FTE. This

increase consists of the following program change:

Departmental Fire Coordinator (+\$174,000 and + 2 FTE)

The Departmental Fire Program Coordination staff was established in late 1992 to coordinate the fire activities of the Department and assist all four bureau fire management programs in the Department. The staff consists of the Departmental Fire Program Coordinator and a Staff Assistant position. In 1994, a direct allocation of funds for the Office of the Secretary Fire Coordination staff is established.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Fire Protection

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		16,369		(15)				16,354
11.3 Other than full-time permanent.....		16,938		(15)				16,923
11.5 Other personnel compensation.....		8,008		(8)				8,000
11.8 Special personal services payments.....		5,500						5,500
11.9 Total personnel compensation.....	2,114	46,815	(86)	(38)	0	0	2,028	46,777
Other Objects:								
12.1 Civilian personnel benefits.....		12,320		780				13,100
21.0 Travel and transportation of persons.....		5,100		(100)				5,000
22.0 Transportation of things.....		3,000						3,000
23.2 Rental payments to others.....		1,550						1,550
23.3 Communications, utilities, and miscellaneous charges.....		1,800						1,800
24.0 Printing and reproduction.....		150						150
25.2 Other services.....		23,861		(750)				23,111
26.0 Supplies and materials.....		9,250		(250)				9,000
31.0 Equipment.....		12,400		(400)				12,000
32.0 Lands and structures.....		1,000						1,000
41.0 Grants, subsidies, and contributions.....		1,000						1,000
42.0 Insurance claims and indemnities.....		50						50
Total Requirements	<u>2,114</u>	<u>118,296</u>	<u>(86)</u>	<u>(758)</u>	<u>0</u>	<u>0</u>	<u>2,028</u>	<u>117,538</u>

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Program and Financing (in thousands of dollars)

Identification code: 14-1119-0-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.01 Fire Management and Presuppression.....	122,427	138,749	117,538
00.91 Total direct program.....	122,427	138,749	117,538
01.01 Reimbursable program.....	5,158	5,000	5,000
10.00 Total obligations.....	127,585	143,749	122,538
Financing:			
17.00 Recovery of prior year obligations.....	(5,339)	---	---
21.40 Unobligated balance available, start of year.....	(22,049)	(20,453)	---
24.40 Unobligated balance available, end of year.....	20,453	---	---
39.00 Budget authority (gross).....	120,650	123,296	122,538
Budget Authority			
40.00 Appropriation.....	120,473	119,310	117,538
40.75 (Reduction pursuant to P.L. 102-381).....	---	(1,014)	---
41.00 Transferred to other accounts.....	(5,000)	---	---
42.00 Transferred from other accounts.....	19	---	---
43.00 Appropriation, (total).....	115,492	118,296	117,538
68.00 Spending authority from offsetting collections (new).....	5,158	5,000	5,000
Relation of obligations to outlays:			
71.00 Total obligations.....	127,585	143,749	122,538
72.40 Obligated balance, start of year.....	45,735	24,070	23,659
74.40 Obligated balance, end of year.....	(24,070)	(23,659)	(23,508)
78.00 Adjustments in unexpired accounts.....	(5,339)	---	---
87.00 Outlays (gross).....	143,912	144,160	122,689
88.00 Deductions for offsetting collections: Federal funds...	(5,158)	(5,000)	(5,000)
89.00 Budget authority (net).....	115,492	118,296	117,538
90.00 Outlays (net).....	138,754	139,160	117,689

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Object Classification (in thousands of dollars)

Identification code: 14-1119-0-1-302		1992 actual	1993 enacted	1994 estimate
Direct obligations:				
Personnel compensation:				
11.1	Full-time permanent.....	16,895	16,891	16,354
11.3	Other than full-time permanent.....	17,475	17,479	16,923
11.5	Other personnel compensation.....	8,861	9,000	8,000
11.8	Special personal services payments.....	5,823	6,000	5,500
11.9	Total personnel compensation.....	49,054	49,370	46,777
12.1	Civilian personnel benefits.....	12,003	12,200	13,100
21.0	Travel and transportation of persons.....	3,761	5,200	5,000
22.0	Transportation of things.....	3,606	4,650	3,000
23.2	Rental payment to others.....	456	1,550	1,550
23.3	Communications, utilities, and miscellaneous charges.....	1,687	1,950	1,800
24.0	Printing and reproduction.....	127	150	150
25.2	Other services.....	25,908	34,114	23,111
26.0	Supplies and materials.....	10,089	12,300	9,000
31.0	Equipment.....	12,160	15,215	12,000
32.0	Land and structures.....	732	1,000	1,000
41.0	Grants, subsidies, and contributions.....	2,819	1,000	1,000
42.0	Insurance claims and indemnities.....	25	50	50
99.0	Subtotal, direct obligations.....	122,427	138,749	117,538

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Object Classification (in thousands of dollars)

Identification code: 14-1119-0-1-302	1992 actual	1993 enacted	1994 estimate
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	899	933	942
11.3 Other than full-time permanent.....	134	139	140
11.5 Other personnel compensation.....	81	90	90
11.8 Special personal services payments.....	29	40	40
11.9 Total personnel compensation.....	1,143	1,202	1,212
12.1 Civilian personnel benefits.....	370	385	397
21.0 Travel and transportation of persons.....	260	270	270
22.0 Transportation of things.....	149	135	135
23.2 Rental payments to others.....	7	25	25
23.3 Communications, utilities, and miscellaneous charges	111	50	50
24.0 Printing and reproduction.....	18	45	45
25.2 Other services.....	420	500	500
26.0 Supplies and materials.....	2,408	2,238	2,216
31.0 Equipment.....	272	150	150
99.0 Reimbursable obligations.....	5,158	5,000	5,000
99.9 Total obligations.....	127,585	143,749	122,538

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Personnel Summary

Identification code: 14-1119-0-1-302	1992 actual	1993 enacted	1994 estimate
U.S. DEPARTMENT OF THE INTERIOR			
Direct:			
Total compensable workyears:			
BUREAU OF LAND MANAGEMENT			
Full-time equivalent employment.....	1,084	1,030	984
Full-time equivalent of overtime and holiday hours.....	106	99	100
U.S. FISH AND WILDLIFE SERVICE			
Full-time equivalent employment.....	194	228	228
NATIONAL PARK SERVICE			
Full-time equivalent employment.....	281	333	332
BUREAU OF INDIAN AFFAIRS			
Full-time equivalent employment.....	406	523	482
OFFICE OF THE SECRETARY			
Full-time equivalent employment.....	---	---	2
Reimbursable:			
Total compensable workyears:			
BUREAU OF LAND MANAGEMENT			
Full-time equivalent employment.....	35	35	36
Full-time equivalent of overtime and holiday hours.....	2	2	2

Appropriation: Emergency Department of the Interior Firefighting Fund

Appropriation Language Sheet

For emergency rehabilitation, *severity presuppression*, and wildfire suppression activities of the Department of the Interior, [\$113,640,000] \$116,674,000, to remain available until expended: *Provided*, That such funds also are [to be] available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation[.]. [In addition, for emergency rehabilitation and wildfire suppression activities of the Department of the Interior, \$51,200,000, to remain available until expended: *Provided*, That these funds, or any portion thereof, shall be available beginning in fiscal year 1993 only (1) to the extent that the President notifies the Congress of his designation of any or all of these amounts as emergency requirements under the Balanced Budget and Emergency Deficit Control Act of 1985; and (2) if the amounts annually appropriated under this heading, but not designated as emergency requirements pursuant to §251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985, have been at least equal to the most recent ten-year historical average, less any enacted cost saving reforms: *Provided further*, That Congress hereby designates these amounts as emergency requirements pursuant to §251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985.] *Provided further*, That only amounts for emergency rehabilitation and wildfire suppression activities that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to §251(b)(2)(d) of the Balanced Budget and Emergency Deficit Control Act of 1985.

(Department of the Interior and Related Agencies Appropriation Act, 1993.)

Justification Of Proposed Language Change

1. Addition: severity presuppression,

This language formalizes the Department's traditional use of emergency firefighting funds for escalated fire preparedness during periods of abnormally or extreme fire danger. The funds are provided to improve wildfire response capability to potentially dangerous situations caused by infrequent climate or weather events such as extended drought conditions.

2. Deletion: [to be]

This language is deleted because it is unnecessary.

3. Deletion: [In addition, for emergency rehabilitation and wildfire suppression activities of the Department of the Interior, \$51,200,000, to remain available until expended: *Provided*, That these funds, or any portion thereof, shall be available beginning in fiscal year 1993 only (1) to the extent that the President notifies the Congress of his designation of any or all of these amounts as emergency requirements under the Balanced Budget and Emergency Deficit Control Act of 1985; and (2) if the amounts annually appropriated under this heading, but not designated as emergency requirements pursuant to §251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985, have been at least equal to the most recent ten-year historical average, less any enacted cost saving reforms: *Provided further*, That Congress hereby designates these amounts as emergency requirements pursuant to §251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985.]

This language is deleted because the \$51,200,00 Emergency Contingency was a one time fund to be available only upon the exhaustion of funds appropriated for wildfire suppression.

4. Addition: *Provided further*, That only amounts for emergency rehabilitation and wildfire suppression activities that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to §251(b)(2)(d) of the Balanced Budget and Emergency Deficit Control Act of 1985.

This language continues the principle that any amounts in excess of the 10-year average emergency costs would be considered "emergency requirements" under definitions of the Balanced Budget and Deficit Control Act of 1985 and not subject to the caps of the Budget Enforcement Act of 1990.

Appropriation Language Citations

For emergency rehabilitation, *severity presuppression*, and wildfire suppression activities of the Department of the Interior, [\$113,640,000] \$116,674,000, to remain available until expended: *Provided*, That such funds also are [to be] available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation[.], [In addition, for emergency rehabilitation and wildfire suppression activities of the Department of the Interior, \$51,200,000, to remain available until expended: *Provided*, That these funds, or any portion thereof, shall be available beginning in fiscal year 1993 only (1) to the extent that the President notifies the Congress of his designation of any or all of these amounts as emergency requirements under the Balanced Budget and Emergency Deficit Control Act of 1985; and (2) if the amounts annually appropriated under this heading, but not designated as emergency requirements pursuant to §251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985, have been at least equal to the most recent ten-year historical average, less any

enacted cost saving reforms: *Provided further, That Congress hereby designates these amounts as emergency requirements pursuant to §251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985.* *Provided further, That only amounts for emergency rehabilitation and wildfire suppression activities that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to §251(b)(2)(d) of the Balanced Budget and Emergency Deficit Control Act of 1985.*

P.L. 102-381

The Department of the Interior and Related Agencies Appropriation Act for 1993 (P.L. 102-381) authorized the various provisions for the Emergency Department of the Interior Firefighting Fund.

◆Program Authorizations◆

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State

and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971 (P.L. 92-203), as amended by the Alaska National Interest Lands Conservation Act of 1980 (P.L. 96-187) (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial resources from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of Public Lands and resources from destruction by fire.

Section 102 of the General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the Public Lands and for the emergency rehabilitation of burned lands.

Summary of Requirements
(dollars in thousands)

Appropriation: Emergency DOI Firefighting

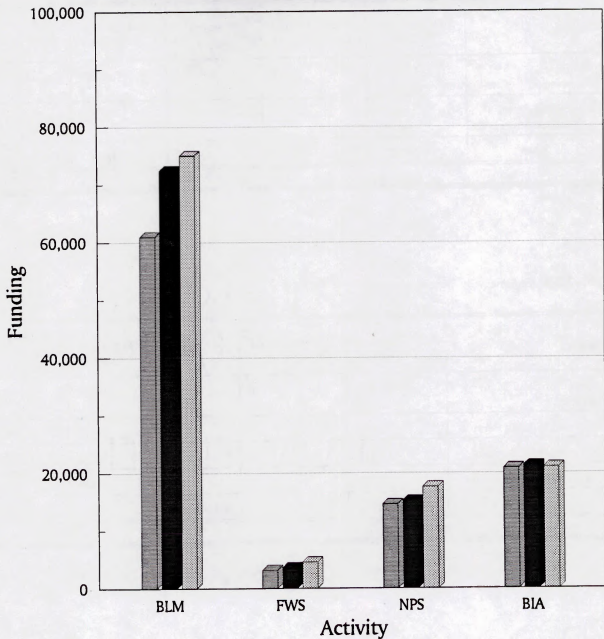
President's Budget, 1993	FTE 0	Amount 112,674
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	4,000
Total Requirements (1994 Request)	0	116,674

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program	1994		Inc (+)	
	Actual		Enacted		Changes			Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount		Request	Amount	FTE	Amount
Wildfire Suppression	304	92,751	0	105,886	0	0	4,000	0	109,886	0	4,000
Emergency Rehabilitation	31	6,847	0	6,788	0	0	0	0	6,788	0	0
TOTAL APPROPRIATION	335	99,598	0	112,674	0	0	0 4,000	0	116,674	0	4,000

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Emergency DOI Firefighting Fund

By DOI Bureau
Dollars in Thousands



92 Enacted 93 Enacted To Date 94 Request

Appropriation Summary

Appropriation: Emergency Department of the Interior Firefighting Fund

Table XXIII Activity Summary, Department of Interior (\$ 000s).

Activity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Wildfire Suppression	105,886	0	+4,000	109,886	+4,000
Emergency Rehabilitation	6,788	0	0	6,788	0
<i>Total</i>	<i>112,674</i>	<i>0</i>	<i>+4,000</i>	<i>116,674</i>	<i>+4,000</i>

Table XXIV Summary by Bureau (\$ 000s).

Bureau	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Bureau of Land Man- agement	72,449	0	+904	73,353	+904
Fish and Wildlife Service	3,676	0	+998	4,674	+998
National Park Service	15,219	0	+2,395	17,614	+2,395
Bureau of Indian Affairs	21,330	0	-297	21,033	-297
<i>Total</i>	<i>112,674</i>	<i>0</i>	<i>+4,000</i>	<i>116,674</i>	<i>+4,000</i>

Appropriation Overview

❖Authorizations❖

See appropriations language citations section for basic program statutory authority.

❖Objectives❖

The objectives of this program are to:

- suppress wildfires occurring on or threatening DOI managed or protected lands in order to protect natural resources to preserve their capability to contribute to the natural resource, social and economic objectives of the Nation;
- give highest priority to preventing the disaster fire situation in which wildfire caused damages are of such magnitude that they adversely affect the management objectives or socioeconomic conditions of an area;
- consider wildfires that threaten life, structures, or significant natural resource values, as emergencies whose suppression will be given priority over other Departmental programs;
- conduct wildland fire programs in a manner consistent with bureau land use and management plan objectives; and
- administer the prescribed and wildfire programs while ensuring compliance with the legal authorities under which the Department operates.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the Emergency DOI Firefighting Fund is \$112,674,000.

This appropriation includes funding for the emergency aspects of the DOI's wildland fire suppression and burned land rehabilitation programs in the Bureau of Land Management (BLM), the Fish

and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM and are made available by allocation to the other three bureaus.

Prior to 1990, minimal funding for the firefighting program was provided in the annual appropriations act. In order to fund the costs of emergency operations such as fire suppression and emergency rehabilitation, emergency transfers were made under the authority of §102 in the annual Interior Appropriations Acts to provide the bulk of the funding. Repayment of these transfers was accomplished through subsequent supplemental appropriations or through funds included in the next year's appropriations act. In 1990, the "Firefighting" account was established to provide a more stable source of funds for the DOI's fire programs, including both non-emergency, predictable costs and emergency operations costs.

Beginning in 1992, the emergency portion of the Department's fire program was separated from the fire protection (non-emergency) portion and funded through this separate appropriation in order to distinguish between the emergency and non-emergency aspects of the program.

The 1994 request for Emergency DOI Firefighting appropriation is based on the annual average of emergency fire obligations incurred for the prior 10 years (1983-1992), updated for inflation based on the economic assumptions in the 1994 President's Budget. Under the terms of the 1993 Interior Appropriations Act language and Administration policy, amounts needed in excess of this request are deemed to be "emergency requirements" and would not be subject to the caps in the Budget Enforcement Act.

In 1993 the President proposed and Congress provided an additional contingency portion of this appropriation. This contingency amount of \$51,200,000 remains available for expenditure. These funds would be available for use only if the

Congress annually appropriates the ten-year average level for emergency operations and only if the President notifies Congress of his designation of any or all of these amounts as emergency requirements under the Balanced Budget Deficit Control Act of 1985. Obligations against the contingency funding would be treated as an "emergency requirement" under the scorekeeping rules of the Budget Enforcement Act.

General descriptions of the program activities follows. More detailed program descriptions of each activity are included in the individual bureau descriptions.

Wildfire Suppression

Covers costs of emergency or extraordinary presuppression measures and costs directly tied to suppressing active wildfire incidents. Emergency or extraordinary presuppression includes costs of escalated preparedness as defined in the bureaus' pre-established step-up plans tied to very high or extreme fire danger or abnormal fire seasons. Costs of suppressing active wildfire incidents include the extraordinary costs (overtime, hazard pay, etc.) of fire line, command, and support personnel, all wages of direct hire Emergency Fire Fighter (EFF) personnel, costs of fire suppression aircraft flight operations and ramp support, logistical services costs for all employees assigned to the fire incident, fire suppression supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, the directly associated suppression incident administrative support (such as payroll, on-site purchasing, etc.), and the immediate measures to correct damages resulting from actions taken to suppress fires. All charges in this activity must be made to a specific fire incident number for tracking purposes.

Emergency Rehabilitation

Covers costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by

actions taken to suppress fires. Includes such costs as reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable vegetative species, fencing of areas to prevent animals or humans from entering sensitive areas, and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire shall not exceed three (3) years or two (2) full growing seasons. Costs of restoring burned areas to productivity are to be funded from resource programs in bureau operating accounts. All charges in this activity must be made to an incident or project number.

The funding level for emergency rehabilitation remains constant at the 1993 level, given the difficulty of predicting actual needs. Should additional funds be necessary, shifts will be made from the Wildfire Suppression activity, by use of §102 Authority, or by request for use of emergency contingency funds.

Emergency Contingency

The 1993 President's Budget includes \$51,200,00 as a one-time emergency contingency to be available only upon exhaustion of funds appropriated for wildfire suppression. These contingency funds will continue to be available in 1994 if not used in 1993. This contingency amount covers additional emergency cost should the funds appropriated for wildfire suppression and emergency rehabilitation be inadequate. These funds are available for expenditure only (1) if the Congress appropriates funds for wildfire suppression and emergency rehabilitation based on the adjusted ten-year average of emergency costs, and (2) if all funds otherwise available for emergency operations have been obligated. Under the terms of the Budget Enforcement Act, use of the emergency contingency fund constitutes an "emergency appropriation," not subject to the Budget Enforcement Act caps, if the President so declares it. Use of these funds is subject to the same restrictions and parameters as described for wildfire suppression and emergency rehabilitation.

The Emergency Contingency is not viewed as budget authority, since it is not available until all emergency funds are exhausted.

❖1994 Program Increase❖

Table XXV 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes
\$	116,674	+4,000
FTE	0	0

The 1994 Budget Request is \$116,674,000, a program increase of \$4,000,000. The 1994 request will provide a total wildfire suppression level which equals the average annual cost of suppression for the period of the last 10 years, adjusted for inflation. This requires an increase of \$4,000,000 from the 1993 Enacted Level. Changes are summarized here and in the detailed bureau presentations that follow.

Wildfire Suppression: (+\$4,000,000)

The 1994 Budget Request for Wildfire Suppression is based on an analysis of the actual suppression costs for each Interior bureau for a period of the last 10 years (1983–1992). Under the individual bureau budget structures in that period, funding was not appropriated, nor uniformly accounted for, specifically by the category of “emergency operations.” However, the Department and the bureaus have estimated costs for each bureau for each year during that period. Those estimates were then adjusted to 1994 dollars using the 1994 President’s Budget economic assumptions.

The 1994 President’s Budget continues to include §102 in the General Provisions for the Department of the Interior which provides the Secretary of the Interior with authority to make transfers of no-year funds to cover certain specified emergencies, including firefighting and emergency rehabil-

itation. If the 1994 level based on the 10-year average is not sufficient to cover actual emergency operations costs in 1994, either the authority provided in §102 could be used by the Secretary to make transfers of funds to cover the additional emergency firefighting costs or the Secretary could request the President to designate “emergency requirements” to allow use of the \$51,200,000 emergency contingency fund appropriated in 1993.

The following justifications describe the programs and changes from the 1994 Base for each of the four bureaus in a separate narrative arrayed according to the standard budget structure. The programs are described in the following order: Bureau of Land Management, Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs.

Bureau: Bureau of Land Management

Activity Summary

Table XXVI Activity Summary, Bureau of Land Management (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Wildfire Suppression	67,661	0	+904	68,565	+904
Emergency Rehabilitation	4,788	0	0	4,788	0
<i>Total</i>	<i>72,449</i>	<i>0</i>	<i>+904</i>	<i>73,353</i>	<i>+904</i>

Justification of Program and Performance

Bureau: Bureau of Land Management Activity: Wildfire Suppression

Table XXVII Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	67,661	0	+904	68,565	+904
FTE	0	0	0	0	0

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for BLM Wildfire Suppression is \$67,661,000.

The wildfire suppression program includes the costs of all actions directly associated with the suppression of a specific wildfire incident, except for the cost of normal work week (first 40 hours) pay for permanent, career seasonal, and temporary seasonal firefighter, fire command, and support personnel.

These costs include: flight time for aircraft; housing, feeding, and logistical services for all employees assigned to the fire incident; fire-fighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistical support. Extraordinary pay (overtime, hazard pay, etc.) of BLM permanent and temporary firefighters, and fire command and support employees assigned to an active fire incident is also charged to this program. The full cost of pay to BLM non-fire management employees and to all Emergency Fire Fighters (EFFs) hired under direct hire authority assigned to the fire incident are also charged to this activity.

All charges against this activity's funds must be coded to a specific incident number. Costs

against the incident number begin when the first report of a fire is received and end when the equipment is returned to a state of readiness.

Actual suppression costs have varied significantly with the severity of any given year's fire occurrences. During more severe years, such as those with drought, greater than average wind velocities, or above normal lightning, suppression costs can increase dramatically. Also included are severity funds that are specifically authorized for extra measures taken during specific justified periods of abnormally extreme fire potential.

❖1994 Program Increase❖

Table XXVIII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	68,565	+904
FTE	0	0

The 1994 Budget Request is \$68,565,000, a program increase of \$904,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of BLM wildfire suppression for the period of the last 10 years (1983-1992) adjusted to 1994 dollars.

Justification of Program and Performance

Bureau: Bureau of Land Management Activity: Emergency Rehabilitation

Table XXIX Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	4,788	0	0	4,788	0
FTE	0	0	0	0	0

❖1994 Program❖

The 1994 Budget Request for BLM Emergency Rehabilitation is \$4,788,000, the same as the 1993 Enacted level.

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable vegetation which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

Should conditions occurring in 1994 require additional fire rehabilitation funds, shifts will be made from Wildfire Suppression, by use of §102 authority, or request for use of emergency contingency funds.

Bureau: Fish and Wildlife Service

Activity Summary

Table XXX Activity Summary, Fish and Wildlife Service (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Wildfire Suppression	3,628	0	+998	4,626	+998
Emergency Rehabilitation	48	0	0	48	0
<i>Total</i>	<i>3,676</i>	<i>0</i>	<i>+998</i>	<i>4,674</i>	<i>+998</i>

Justification of Program and Performance

Bureau: Fish and Wildlife Service Activity: Wildfire Suppression

Table XXXI Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	3,628	0	+998	4,626	+998
FTE	0	0	0	0	0

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for FWS Wildfire Suppression is \$3,628,000.

These funds provide for all aspects of suppressing a specific wildfire or for escalated presuppression funding based on extreme fire potential. Included are costs of firefighting and support personnel, supplies, equipment rental, replacement of lost or damaged capitalized equipment, contracts for goods and services (such as aircraft support), dispatch and logistical support, immediate measures taken to correct damages resulting from the fire suppression effort, and any suppression cost recovery efforts. Escalated presuppression funding based on extreme fire potential (severity funding) includes any costs authorized in a severity request that is concurred with by the Regional Director and approved by the Director of the U.S. Fish and Wildlife Service.

❖1994 Program Increase❖

Table XXXII 1994 Program Change (\$ 000s).

	1994 Budget Re- quest	Program Changes (+/-)
\$	4,626	+998
FTE	0	0

The 1994 Budget Request is \$4,626,000, a program increase of \$998,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of FWS wildfire suppression for the period of the last 10 years (1983-1992) adjusted to 1994 dollars.

Justification of Program and Performance

Bureau: Fish and Wildlife Service **Activity: Emergency Rehabilitation**

Table XXXIII Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	48	0	0	48	0
FTE	0	0	0	0	0

❖1994 Program❖

The 1994 Budget Request for FWS Emergency Rehabilitation is \$48,000, the same as the 1993 Enacted level. The emergency rehabilitation program supports all costs incurred to prevent further wildlife or habitat degradation following a wildfire. Included are costs such as reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable species; fencing of sensitive areas to exclude animals or humans; and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire may not exceed two full growing seasons following occurrence of the fire. Costs of restoring burned areas to full productivity are to be funded from normal benefiting resource activity.

Bureau: National Park Service

Activity Summary

Table XXXIV Activity Summary, National Park Service (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Wildfire Suppression	14,732	0	+2,395	17,127	+2,395
Emergency Rehabilitation	487	0	0	487	0
<i>Total</i>	<i>15,219</i>	<i>0</i>	<i>+2,395</i>	<i>17,614</i>	<i>+2,395</i>

Justification of Program and Performance

Bureau: National Park Service Activity: Wildfire Suppression

Table XXXV Activity Summary (\$ 000s).

	1992 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	14,732	0	+2,395	17,127	+2,395
FTE	0	0	0	0	0

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for NPS Wildfire Suppression is \$14,732,000.

Wildfire suppression includes all NPS actions directly associated with suppressing wildfires. These costs include: overtime and premium pay for permanent and seasonal personnel, aircraft operations, support services for personnel assigned to fires, refurbishing or replacement of equipment lost or damaged during suppression efforts, equipment rental, fire documentation, and immediate fire rehabilitation. Costs begin when a fire report is received and continue until equipment and staff is returned to a state of readiness.

This activity also includes emergency suppression or severity activities. These are actions involving an increase in preparedness and contingency planning taken during periods of very high or extreme fire danger. They include standby time for firefighters, extended tours of duty, positioning of supplies and resources, and increased reconnaissance flights.

❖1994 Program Increase❖

Table XXXVI 1994 Program Change (\$ 000s).

	1994 Budget Re- quest	Program Changes (+/-)
\$	17,127	+2,395
FTE	0	0

The 1994 Budget Request is \$17,127,000, a program increase of \$2,395,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of NPS wildfire suppression for the period of the last 10 years (1983-1992), adjusted to 1994 dollars.

Justification of Program and Performance

Bureau: National Park Service

Activity: Emergency Rehabilitation

Table XXXVII Activity Summary (\$ 000s).

	1992 Enacted To Date	Uncontrollable Changes (+/-)	Program Chan- ges (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	487	0	0	487	0
FTE	0	0	0	0	0

❖1994 Program❖

The 1994 Budget request level for the NPS Emergency Rehabilitation program is \$487,000, the same as the 1993 Enacted level. Emergency fire rehabilitation actions are those actions taken to prevent land or other resource degradation directly resulting from wildfire impacts or from wildfire suppression actions. These actions must be specified in an emergency rehabilitation plan, which must meet resource management objectives. Action may include restoring bulldozer and handlines, preventing trail or slope erosion, stabilizing damaged structures, reseeding or replanting burned areas, and felling hazardous trees created by the wildfires.

Bureau: Bureau of Indian Affairs

Activity Summary

Table XXXVIII Activity Summary, Bureau of Indian Affairs (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Wildfire Suppression	19,865	0	-297	19,568	-297
Emergency Rehabilitation	1,465	0	0	1,465	0
<i>Total</i>	<i>21,330</i>	<i>0</i>	<i>-297</i>	<i>21,033</i>	<i>-297</i>

Justification of Program and Performance

Bureau: Bureau of Indian Affairs Activity: Wildfire Suppression

Table XXXIX Activity Summary (\$ 000s).

	1992 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	19,865	0	-297	19,568	-297
FTE	0	0	0	0	0

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for BIA Wildfire Suppression program is \$19,865,000.

Wildfire suppression includes the cost of both extraordinary presuppression measures and direct suppression of specific wildfires. Extraordinary presuppression includes costs of escalated preparedness as defined in pre-established step-up plans tied to very high or extreme fire danger or to abnormal fire seasons as well as extra preparedness actions taken at the request of cooperating fire agencies in anticipation of suppression needs on those jurisdictions. Such measures go beyond what is planned in the Normal Fire Year Plans (NFYP). The costs of suppressing specific wildfires cover all firefighting and support personnel, aircraft operations, support costs for all employees assigned to the fire, supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, associated logistical support, and immediate measures taken to correct damages resulting from actions taken to suppress fires.

❖1994 Program Decrease❖

Table XL 1994 Program Change (\$ 000s).

	1994 Budget Re- quest	Program Changes (+/-)
\$	19,568	-297
FTE	0	0

The 1994 Budget Request is \$19,568,000 and FTE, a program decrease of \$297,000. The decrease will provide a total wildfire suppression level equal to that of the annual average cost of BIA wildfire suppression for the period of the last 10 years (1983-1992) adjusted to 1994 dollars.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs Activity: Emergency Rehabilitation

Table XLI Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	1,465	0	0	1,465	0
FTE	0	0	0	0	0

❖1994 Program❖

The 1994 Budget request for BIA Emergency Rehabilitation program is \$1,465,000, the same as the 1993 Enacted level. Emergency rehabilitation includes costs incurred to prevent additional post-fire land degradation or resource losses, and other measures necessary to stabilize erodible soils damaged by fire. Rehabilitation includes such costs as reseeding to prevent immediate wind or water erosion and to prevent growth of undesirable species; fencing of areas to prevent animals or humans from entering sensitive areas; and felling damaged trees posing threats to human safety. Costs of restoring burned areas to productivity are funded from resource programs in bureau operating accounts.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Emergency Department of the Interior
Firefighting Fund

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.5 Other personnel compensation.....		15,000						15,000
11.8 Special personal services payments.....		17,000						17,000
11.9 Total personnel compensation.....	0	32,000	0	0	0	0	0	32,000
Other Objects:								
12.1 Civilian personnel benefits.....		2,200						
21.0 Travel and transportation of persons.....		3,330						2,200
22.0 Transportation of things.....		3,320				170		3,500
23.2 Rental payments to others.....		105				180		3,500
23.3 Communications, utilities, and miscellaneous charges.....		2,850						105
24.0 Printing and reproduction.....		10				150		3,000
25.2 Other services.....		42,259						10
26.0 Supplies and materials.....		24,600				2,200		44,459
31.0 Equipment.....		1,900				1,300		25,900
32.0 Lands and structures.....		100				100		2,000
						(100)		0
Total Requirements	0	112,674	0	0	0	4,000	0	116,674

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND
Program and Financing (in thousands of dollars)

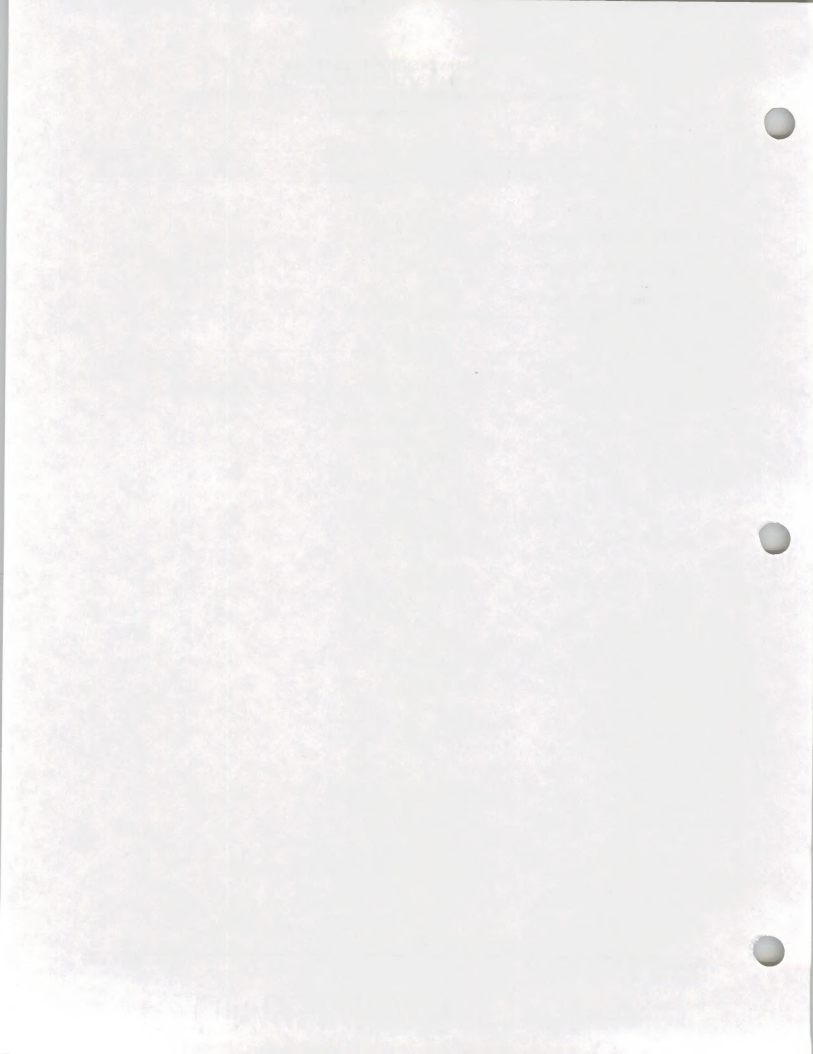
Identification code: 14-1120-0-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
10.00 Total obligations.....	91,108	121,164	116,674
21.40 Unobligated balance available, start of year.....	---	(8,490)	---
24.40 Unobligated balance available, end of year.....	8,490	---	---
Financing:			
39.00 Budget authority.....	99,598	112,674	116,674
Budget authority:			
40.00 Appropriation (general fund).....	99,598	164,840	116,674
40.75 Reduction pursuant to P.L. 102-381.....	---	(966)	---
40.77 Reduction pursuant to P.L. 102-381.....	---	(51,200)	---
43.00 Appropriation (total).....	99,598	112,674	116,674
Relation of obligations to outlays:			
71.00 Total obligations.....	91,108	121,164	116,674
72.40 Obligated balance, start of year.....	---	35,848	49,577
74.40 Obligated balance, end of year.....	(35,848)	(49,577)	(51,337)
90.00 Outlays.....	55,259	107,435	114,914

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND
Object Classification (in thousands of dollars)

Identification code: 14-1120-0-1-302	1992 actual	1993 enacted	1994 estimate
Personnel compensation:			
11.1 Full-time permanent.....	15,310	---	---
11.3 Other than full-time permanent.....	1,859	---	---
11.5 Other personnel compensation.....	13,422	15,000	15,000
11.8 Special personal services payments.....	14,298	17,000	17,000
11.9 Total personnel compensation..	44,889	32,000	32,000
12.1 Civilian personnel benefits.....	2,172	2,200	2,200
21.0 Travel and transportation of persons.....	2,145	3,520	3,500
22.0 Transportation of things.....	2,162	4,106	3,500
23.2 Rental payment to others.....	87	105	105
23.3 Communications, utilities, and miscellaneous charges.....	1,188	3,004	3,000
24.0 Printing and reproduction.....	17	10	10
25.2 Other services.....	28,637	45,316	44,459
26.0 Supplies and materials.....	8,596	28,713	25,900
31.0 Equipment.....	398	2,090	2,000
32.0 Lands and structures.....	139	100	---
41.0 Grants, subsidies, and contributions.....	678	---	---
99.9 Total obligations.....	91,108	121,164	116,674

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND
Personnel Summary

Identification code: 14-1120-0-1-302	1992 actual	1993 enacted	1994 estimate
Total compensable workyears:			
Full-time equivalent employment.....	335	---	---
Full-time equivalent of overtime and holiday hours.....	413	450	450



Appropriation: Construction and Access

Appropriation Language Sheet

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [S15,810,000] \$7,167,000 to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1993.)

Appropriation Language Citations

development, and management of such lands for utilization of the other resources.

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [§15.810,000] \$7,167,000 to remain available until expended.

43 U.S.C. 1701

43 U.S.C. 1715

43 U.S.C. 1762

43 U.S.C. 1701 provides for the retention of Public Land in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Land and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Land only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection,

Summary of Requirements
(dollars in thousands)

Appropriation: Construction and Access

President's Budget, 1993	FTE	Amount
	42	15,676
Summary of Uncontrollable and Related Changes*	FTE Amount	
FTE Usage Reduction	(2)	(52)
One Time 1993 Construction Projects		(14,285)
Additional Cost in 1994 of the January 1993 Pay Raise		18
CSRS/FERS Retirement Costs		10
Total Uncontrollable Changes	(2)	(14,309)
Program Changes (detailed below)	(9)	5,800
Total Requirements (1994 Request)	31	7,167

	1992		1993		Uncontrollable		Program		1994		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Construction	18	12,747	18	14,285	(1)	(14,285)	(9)	5,800	8	5,800	(10)	(8,485)
Access	24	1,391	24	1,391	(1)	(24)	0	0	23	1,367	(1)	(24)
TOTAL APPROPRIATION	42	14,138	42	15,676	(2)	(14,309)	(9)	5,800	31	7,167	(11)	(8,509)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

❖Justification of Uncontrollable Changes❖

Table I Justification of Uncontrollable Changes, Construction and Access Appropriation (\$ 000s).

	1993 Enacted	1994 Change
Reduction for one-time construction projects	NA	-\$14,285
An adjustment is made from the 1993 Enacted level to reflect the reduction of one-time funding for construction projects made in 1993.		
CSRS/FERS Retirement Costs	\$121	+\$10
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the BLM work force.		
Additional cost in FY 1994 of the January 1993 pay raise	\$1,996	+\$18
The increase is for additional costs of \$18,000 needed in 1994 to fully fund the one additional quarter's cost associated with the 3.7 percent pay raise effective in January 1993.		
FTE Usage Reduction	NA	-\$52
The adjustment is for the costs saving associated with the Bureau's share of the Administration's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995, by implementing Executive Order 12839.		

Table II Analysis of Budget Resources by Activity, Construction and Access (14-1110-0-1-302), Bureau of Land Management (\$ 000s).

	1992 Enacted	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Construction				
<i>BA available for obligation:</i>				
Appropriation	12,909	14,407	5,800	-8,607
Reduction (PL 102-154)	-162	0	0	0
Reduction (PL 102-381)	0	-122	0	+122
Unoblig. bal. brt. fwd.	7,857	13,276	13,276	0
Recovery of prior year oblig.	704	0	0	0
Total BA available	21,308	27,561	19,076	-8,485
Less obligations	-8,032	-14,285	-8,536	+5,749
Unoblig. bal. brt. fwd.	13,276	13,276	10,540	-2,736
FTE	16	18	8	-10
Access				
<i>BA available for obligation:</i>				
Appropriation	1,409	1,403	1,367	-36
Reduction (PL 102-154)	-18	0	0	0
Reduction (PL 102-381)	0	-12	-	+12
Unoblig. bal. brt. fwd.	221	254	254	0
Total BA available	1,612	1,645	1,621	-24
Less obligation	-1,358	-1,391	-1,367	-24
Unoblig. bal. brt. fwd.	254	254	254	0
FTE	24	24	23	-1
Account Total				
<i>BA available for obligation:</i>				
Appropriation	14,318	15,810	7,167	-8,643
Reduction (PL 102-154)	-180	0	0	0
Reduction (PL 1-2-381)	0	-134	-	+134
Unoblig. bal. brt. fwd.	8,078	13,530	13,530	0
Recovery of prior year oblig.	704	0	0	0
Total BA available	22,920	29,206	20,697	-8,509
Less Obligations	-9,390	-15,676	-9,903	+5,773
Unoblig. bal. brt. fwd.	13,530	13,530	10,794	-2,736
FTE	40	42	31	-11

Justification of Program and Performance

Activity: Construction

Subactivity: Construction (Buildings, Recreation Facilities, Transportation)

Table III Subactivity Summary \$(000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	14,285	-14,285	+5,800	5,800	-8,485
FTE	18	-1	-9	8	-10

◆Authorizations◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701, *et seq.*) authorizes the management of the Public Land on a multiple-use basis.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

◆Objectives◆

The objectives of this program are to:

- support the protection, enhancement, and development of Public Land resources and providing access to these opportunities for all Americans;
- rehabilitate facilities on the Public Land to better service the public;

- construct buildings and appurtenant facilities, such as warehouses, yards, and fire stations, which are necessary to support Public Land management; and

- construct recreation and transportation facilities necessary to meet public demand and for the management of Public Land resources.

◆1994 Program◆

The 1994 Budget Request for Construction is \$5,800,000 and 8 FTE.

The Construction program is a Zero-Base account, and therefore, the 1993 Enacted Level of \$14,285,000 and 18 FTE is treated as a one-time amount which is subtracted to determine the 1994 program level.

During the past decade, public use of the Public Land and BLM administered facilities has grown dramatically; however, facility improvements have not kept pace with demand. BLM construction projects are paramount for the proper management of the Public Land, health and safety of users, prevention of resource damage, and increased collection of recreation use fees.

This program provides projects to repair and rehabilitate facilities on the Public Land. Included are projects to improve service to the Public Land visitors; protect important natural and cultural resource values; rehabilitate and improve existing facilities and structures; to provide for public safety and a productive work environment for BLM employees; to enrich the public's knowledge, appreciation, and support of BLM's multiple-use mission and the Nation's rich natural heritage.

The BLM has analyzed rehabilitation construction needs and has identified a backlog of 249 projects needing rehabilitation between 1993 and 2000, at an estimated funding need of \$162,916,000.

Construction Criteria

BLM has established the following hierarchy of criteria against which construction projects are assessed:

- ① Health and safety;
- ② Resource protection;
- ③ New space requirements;
- ④ Accessibility for the physically disabled
- ⑤ Access to the Public Land;
- ⑥ Program efficiencies;
- ⑦ Compliance with designated management responsibility; and
- ⑧ Enhancement of fee collection capability.

The 16 BLM projects proposed for 1994 have been screened and prioritized using these criteria.

The 1994 Construction Projects

All of the 1994 projects are in conformance with current land use planning decisions and are supported by more specific activity plans. These projects will contribute to rural economic development in counties with depressed economies. The proposed construction projects would occur in 9 different states and 16 counties. All of these projects are associated with at least some form of contracting. Not only will this infuse money

into local areas but it will also stimulate employment as well. These construction projects will also stimulate tourism and economic growth through increased recreational activities.

Of the 16 projects proposed for 1994, all of them support the BLM's *Recreation 2000* strategy. These projects will enable BLM to provide healthy and safe conditions for the growing number of visitors participating in outdoor recreation activities on the Public Land. Construction projects also serve to protect fragile natural and cultural resources in heavily used areas. Facilities are designed and placed to direct recreation use away from sensitive areas and to focus use in locations where it can best be supervised and monitored. In this way, the proposed funding will enable BLM to manage recreation use better to insure the future availability of the resource values sought after by the Public Land visitor.

The public's support and appreciation of the BLM's recreational opportunities are directly related to its ability to provide new, and to replace existing, facilities as public demands and resource protection needs require. To this end, the 1994 program proposes reconstruction on 14 recreation sites including 2 historic structure, 1 boat ramp/day use facilities, 1 road, 1 bridge, and the construction/reconstruction of 3 trail/trailhead facilities. One of the recreation construction projects is located within a National Conservation Area. Most of these projects support recreational use associated with Special Recreation Management Areas, Wild and Scenic River, wilderness, or Areas of Critical Environmental Concern. All projects support access for all Americans and many will become fee collection sites after the construction is completed.

Funding is also proposed to provide supporting engineering survey and design work, and contract administration for the Construction program.

❖1994 BLM Construction Program Summary❖

Project	State	(\$ 000)
Engineering Survey & Design, and Contract Administration	¹ N/A	520
Gold Belt Special Recreation Management Area (SRMA)	CO	520
Sweetwater River Recreation Area Campground	WY	130
Kane Gulch Visitor Contact Station	UT	520
Yakima River Canyon Recreation Complex (Oregon State Office)	WA	345
Honeydew Portal & Mattole Complex - King Range (NCA) Reconstruction	CA	370
Lower Bear Trap Canyon Recreation Area	MT	130
Campbell Creek Environmental Education Center	AK	1,500
Ear Mountain Outstanding Natural Area- Trailhead	MT	40
West Aravaipa Canyon Wilderness Ranger Station- (A&E)	AZ	40
Surprise Administrative Office Expansion	CA	200
North Platte River Bridge Construction	WY	450
Garnet National Trailhead (BCBW)	MT	20
Santa Cruz Lake Recreation Facility (SRMA)	NM	450
East Fork Blacktail/North Bear Trap Recreation Area	MT	25
Quail Hill Road completion	AZ	340
Boots and Saddles- Fort Craig and Cummings Stabilization/Protection	NM	205
Total	-	5,800

¹Work is of Bureau-wide benefit.

❖1994 BLM Construction Project Descriptions❖

Title: Gold Belt Special Recreation Management Area (SRMA)
State: Colorado
BLM District: Canon City
Location: Colorado; Fremont, Teller Counties. Gold Belt SRMA is located between Canon City and Cripple Creek, Colorado.
Estimate: \$525,000

Description: This SRMA's focal point is the Gold Belt Tour National Backcountry Byway. The Byway consists of three legs: Phantom Canyon, Shelf, and High Park Roads. Because of the travel time between adjacent communities there is a need to provide permanent sanitary facilities and potable water. Improved vehicle and foot access to highly sought recreation attractions is needed to protect the areas outstanding resource values. The Shelf Road climbing area has received national attention causing visitation to skyrocket. The natural resources coupled with the legalization of gambling at Cripple Creek has caused visitor use of the area to exceed 350,000 annually. Uncontrolled vehicle use, inadequate sanitation, increased day use, and overused camping facilities are causing accelerated erosion, trespass on public and private lands, water quality problems, and other associated resource damages.

As part *Recreation 2000*, *Fish and Wildlife 2000*, Backcountry Byways, recreational fishing initiatives, recreational partnerships, and protection of Areas of Critical Environmental Concern. This proposal represents continued support of a special designation of the Governor's Scenic and Historic Byways Commission and is a major component of the counties, municipalities, and the tourism organizations to help diversify and strengthen the local and regional economy. Additional support for development in this area comes from the Counties through their submissions to the State for Federal Highway funding under the Intermodal Surface Transportation and Efficiency Act. This request complements the counties' submission.

The 1994 project funding would expand existing facilities and provide construction at 4 sites, with restroom facilities, and upgrade construction of 40 campsites; develop parking facilities for 40 vehicles at Shelf Road Climbing area; rehabilitate 40 picnic sites, construct fishing access, develop 3 public water facilities, install protective vehicle barriers, and mark vehicular pullouts with kiosks, and earthen berms. All facilities would provide access for the disabled and reduce future maintenance requirements for the area.

❖ 1994 BLM Construction Project Descriptions ❖

Title: Sweetwater River Recreation Area

State: Wyoming

BLM District: Rock Springs

Location: Wyoming; Fremont County. Both campground sites are located on the Sweetwater River between Lander to Jackson Hole and provide access to Bridger Wilderness

Estimate: \$130,000

Description: The Sweetwater River Recreation Area experiences heavy year-round use from a variety of users, including: hunters, fishermen, campers, sightseers, snowmobilers, mountain bikers and horseback riders. The area is a major rest stop on the Lander to Jackson snowmobile trail, a popular winter trail in the western United States. The principle access road into the area is the Boulder to South Pass Road, currently under consideration for designation as a Back Country Byway, that will feature several *Adventures in the Past* cultural and archaeological sites.

There are numerous resource management problems associated with this area. The existing sanitary facilities are inadequate and do not meet accessibility standards. Current access and parking facilities at both day use/camping facilities are inadequate and are causing excessive damage to the road system and severely degrading the areas natural resources. Uncontrolled vehicle access is causing destruction of the riparian vegetation and major bank degradation, both of which are resulting in a significant increase in sediment load to the Sweetwater River. Reconstruction of these sites will reduce the backlog of corrective maintenance outlined in the Bureau's Facility Inventory Maintenance Management System. This project supports several Bureau initiatives, including: *Recreation 2000*, *Fish and Wildlife 2000*, "Adventures in the Past, Watchable Wildlife", Backcountry Byways, recreational fishing initiatives, and recreational partnerships with the State of Wyoming and the U.S. Forest Service.

The 1994 proposed project consists of reconstructing a vault toilet, adding another one, drilling a public water well and improving the access, parking and camping/day-use facilities at both sites. Upon completion of the construction both areas would have accommodations for a campground host to oversee use and the collect user fees. All development will meet access standards for the disabled.

❖1994 BLM Construction Project Descriptions❖

Title: Kane Gulch Visitor Contact/Ranger Station (A & E Design)

State: Utah

BLM District: Moab

Location: Utah; San Juan County. The proposed visitor contact and information station is in scenic southeastern Utah near the Four Corners area.

Estimate: \$500,000

Description: The Grand Gulch Primitive Areas was designated in 1974 and the Grand Gulch/Cedar Mesa WSA provides over 55,000 visitors annually with breath-taking scenic beauty, well-preserved Anasazi Ruins, rock art, and historic trails and ranches in southeastern Utah. Classified as a Special Recreation Management Area and partially as a Area of Critical Environmental Concern (ACEC) much of the area has been recommended as a National Conservation Area. The more than 25 year old visitor contact station is in drastic need of repair. With close proximity to the Bicentennial Highway, this area attracts visitors in route to Lake Powell, Glen Canyon National Recreation Area, and National Bridges Monument.

Rebuilding the visitor contact station is paramount to providing visitor service information, teaching backcountry etiquette, and low impact camping skills as well as providing a facility to attract volunteers from the local Sierra Club, Utah Wilderness Society, and the Southern Utah Wilderness Alliance. The SRMA is currently a fee area but with the lack of a satisfactory contact station consistency is greatly lacking. Ranger patrols to increase visibility is a major part of the management direction for the area but without adequate facilities to houses them, both cost and effectiveness is compromised.

The 1994 project request is for funding: 1) to conduct the architectural and engineering work needed to develop this site and 2) to construct the contact station.

❖1994 BLM Construction Project Descriptions❖

Title: Yakima River Canyon (YRC) Recreation Complex

State: Oregon/Washington

BLM District: Spokane

Location: Washington; Kittitas County. The YRC Recreation complex is located in south central Washington, about 5 miles south of Ellensburg along the Yakima River.

Estimate: \$345,000

Description: The YRC was designated an Area of Critical Environmental Concern (ACEC) because of the public interest in recreational activities such as boating, rafting, hunting, fishing, hiking, camping, and picnicking. The area is also home for Threatened and Endangered Species, 3 archaeological and historical sites, over 21 rapture and 100 other birds species, many wildlife species such as bighorn sheep, elk, deer, and bear as well as a blue ribbon trout fisheries. Currently the area receives over 800,000 visitors annually. This project supports *Recreation 2000*, *Fish and Wildlife 2000*, recreational fishing initiatives, watchable wildlife, and protection of Areas of Critical Environmental Concern.

The 1994 project will expand existing facilities with the construction of 2 boat launches, 6 toilets, parking for over 200 cars, trailer, and boats; 12 camp sites; 14 picnic areas; 3 miles of roads and trails; and the development of a watchable wildlife viewing areas. This reconstruction will occur on three specific sites: Roza, Squaw Creek, and Umtanum Creek recreation areas. Current use is over running all three existing facilities causing stream bank degradation, siltation, and erosion from uncontrolled vehicle and recreational use. All construction would meet accessibility standards for the disabled.

❖1994 BLM Construction Project Descriptions❖

Title: Honeydew Portal and Mattole Complex
King Range National Conservation Area (KRNCA)

State: California

BLM District: Ukiah

Location: California; Humboldt County. The KRNCA is a spectacular 60,000 acre meeting of land and sea along the northern coast of California. It is approximately 16 miles west of Garberville, and is close to Sinkyone Wilderness State Park.

Estimate: \$370,000

Description: Within the KRNCA the 23 miles of undeveloped beachfront and mountains contains the King Crest and Chemise Mountain Trails, making it one of the most popular hiking and sightseeing areas in northern California. More than 40,000 visitors annually enjoy hiking and the rich history of the area. The area has gained attention from a wide variety of interest, with 24,000 acres being recommended for designation as wilderness. Current use is over crowding the existing facilities, which are old and in need of repair. The proposed development will greatly reduce adverse resource impacts and enhance visitor experiences. This project supports wilderness management, and the *Recreation 2000* strategy plan.

The 1994 project for reconstruction at the Honeydew Portal/Campground which consists of development of a public water system, a road loop, sanitary facilities, 10-15 camp units, and a kiosk.

The Mattole Complex project for 1994 includes construction of a water system, day-use parking, sanitary facilities, a beach walkway, ten camp units, log, post, and pole barriers to control vehicle access and pedestrian traffic, and upgrade of the loop road. This site will become a fee site when construction is completed. All construction will provide access for the disabled. Completion of this work will reduce BLM's maintenance backlog.

❖1994 BLM Construction Project Descriptions❖

Title: Lower Bear Trap Canyon Recreation Area (LBTCRA)

State: Montana

BLM District: Butte

Location: Montana; Madison County. LBRCRA is located 28 miles west of Bozeman.

Estimate: \$135,000

Description: The project includes relocation and development of the Red Mountain Campground facility along the Madison River, north of the Bear Trap Canyon Wilderness; reconstruction of the Warm Springs day-use access site on the Madison River; and reconstruction of the foot access to the northern end of the Bear Trap Canyon Wilderness. The Madison River has national importance as a blue ribbon trout fishery, for white water rafting, and for its scenic and recreational opportunities, including wilderness. The area receives over 30,000 visitors annually. On popular weekends the area will see between 150 to 250 people per day. This project supports rural economic development in a depressed area.

The Red Mountain Campground is presently located in an area that provides no shade, privacy, or windbreak and is extremely rocky. Plans are to relocate this campground to the north to an area that is well suited for camping with highway and river access. Due to the poor location of the existing facility the public is using other areas and the lack of vehicle and human traffic control is causing stream bank degradation, erosion and siltation into the Madison River.

Warm Springs day use area is a primary take-out point for white water rafting through the Bear Trap Canyon Wilderness and an important put-in for down river float trips. Fishing, hiking, and camping also occur on the Site.

This project supports *Recreation 2000*, *Fish and Wildlife 2000*, recreational fishing initiatives, recreational partnerships, and protection of Wilderness resources.

The 1994 project includes work at the Red Mountain and Warm Springs sites. At the new Red Mountain site, reconstruction of an access road, sanitary facilities, public water station, camping units and signing would occur in 1994. At the Warm Springs site reconstruction of the boat launch facility, the day-use area, the access road, construction of the sanitary facilities, signing, and trailhead work are proposed. All facilities will be accessible for the disabled. Upon completion of the construction both sites will become fee collection areas. This effort would reduce BLM maintenance backlog.

❖1994 BLM Construction Project Descriptions❖

Title: Campbell Creek Environmental Education Center

State: Alaska

BLM District: Anchorage

Location: Alaska; City of Anchorage; at BLM's Campbell Tract site.

Estimate: \$1,500,000

Description: The Campbell Creek Environmental Education Center (CCEEC) will provide opportunities for ensuring Alaska's citizens an opportunities to learn and appreciation public land natural resources. The CCEEC project supports the President's Commission on American Outdoors and the National Environmental Education Act of 1991; BLM's *Adventures in the Past, Heritage Education, Recreation 2000, Fish and Wildlife 2000*; and the State's Alaska Wildlife Week. BLM designated CCEEC a Special Recreation Management area (SRMA) in 1985 in recognition of the Tract's importance within the Municipality of Anchorage for environmental; education and recreation. The site is adjacent to the Anchorage Bicentennial Park and the Hillside ski area, with trails that connect both areas to Campbell Tract. These trails are heavily used in the winter by cross country skiers and dog mushers and in the summer by joggers, hikers, horse enthusiasts, and mountain bikers. The Alaska Sled Dog and Racing Association's trail which traverses Campbell Tract has been nominated for National Recreation Trail designation.

BLM has developed the CCEEC project in partnership with Anchorage School District, Anchorage Committee for Resource Education, trail users, and other community organizations. This partnership has identified the need to provide meeting facilities in a natural setting to immerse students in outdoor interactive experiences that will supplement and enhance classroom activities elsewhere. The CCEEC facility will meet accessibility standards for the disabled.

In order to complete site development, install utilities, and build the multi-purpose facility a total of \$2,700,000 is needed. In 1993, \$1,200,000 was appropriated for CCEEC site development and to begin construction. The 1994 project of \$1,500,000 will provide the remaining funds needed to complete construction of the first phase of this project. Future year funds needed to complete this project are an additional \$1,000,000 for completing construction of the dormitory and for trails, signing, warming shelters, native vegetation landscaping, roads, parking, and contract administration.

❖1994 BLM Construction Project Descriptions❖

Title: Ear Mountain Outstanding Natural Area (ONA) Trailhead Reconstruction

State: Montana

BLM District: Lewistown

Location: Montana; Teton County. Ear Mountain Trailhead is located 19 miles west of Choteau, in north-central, Montana.

Estimate: \$45,000

Description: The Ear Mountain Trailhead provides access into the 2,900 acre Ear Mountain Outstanding Natural Area, which borders the Lewis and Clark National Forest on the east and the Bob Marshall Wilderness on the west. The area has been designated a Special Recreation Management Area and provides opportunities for hiking, camping, mountain biking, and horseback riding. The area is managed in partnership with the Nature Conservancy, and the Forest Service.
The proposal supports *Recreation 2000*.

In 1994, the reconstruction project includes: a drainage structure in the access road, graveling the parking area, repairing the vault toilets, stabilizing the picnic area and the first 550 feet of trail, and replacing tables. All work will meet accessibility standards for the disabled. Reconstruction will reduce the Bureau's maintenance backlog.

❖1994 BLM Construction Project Descriptions❖

Title: West Aravaipa Canyon Wilderness Ranger Station (A & E Design)

State: Arizona

BLM District: Safford

Location: Arizona; Pinal County. The project is located on property owned by the Nature Conservancy, 22 miles south east of Winkelman, Arizona.

Estimate: \$40,000

Description: In 1990, the Nature Conservancy approached BLM with a Challenge Cost-share proposal, which included deeding land and legal access to BLM as a match for replacing the existing Ranger Station facilities. At present a single-wide, dilapidated mobile home, that does not meet sanitary or building codes, serves as the administrative facility for Aravaipa Wilderness. The administrative facility provides ranger quarters, support facilities, and serves as visitor contact station at the west end of the Canyon. This facility is needed for fee collection.

The proposed project supports BLM's wilderness management program, *Recreation 2000*; *Fish and Wildlife 2000*; riparian, and endangered species management; a Special Recreation Management Area, and "Watchable Wildlife" strategies.

The 1994 funding is to provide the Architectural and Engineering (A & E) design to replace an existing trailer with a new administrative facility. The replacement facility will expand visitor services and is envisioned to include camping sites for permit holders, a visitor contact station, a parking area, restrooms, and administrative support/ranger station facilities. All facilities would meet access standards for the disabled.

Future year construction is estimated at \$200,000 to \$300,000.

❖1994 BLM Construction Project Descriptions❖

Title: Surprise Administrative Office

State: California

BLM District: Susanville

Location: California; Modoc County; City of Cedarville, in northeastern, California.

Estimate: \$200,000

Description: The Surprise Resource Area Office was built to support 10 employees over 15 years ago. Due to the staff doubling in number this facility no longer has adequate office space for the full time permanent employees, nor does it have adequate space to support specialized needs such as ADP and GIS functions. Due to the growing population in the area and the increased interest in Public Land management, this administrative building does not have an adequate conference room nor a public room space to satisfy the need for Steering Committee, Stewardship, other agency, Advisory Council, Grazing Board, and other public meetings.

As part of the *Recreation 2000* strategy this proposal combines the needs to expand an administrative facility with the need to provide information and outreach for the growing public demands for resource use. The public room will showcase the proposed Black Rock/High Rock National Conservation Area, two backcountry byways: Barrel Springs Road and Buckhorn Road as well as Adventures in the Past displays. This is an efficient way to improve public service and reduce additional staffing requirements.

The 1994 project will involve expansion of the existing Area Office facility including additional office space for employees, a public contact room to serve the needs of the public to review BLM records and obtain information, an ADP room, and a conference room, all which will be accessible to the disabled.

❖1994 BLM Construction Project Descriptions❖

Title: North Platte River Bridge

State: Wyoming

BLM District: Casper

Location: Wyoming; Natrona County. The bridge will be located on the east side of Pathfinder Reservoir in central Wyoming.

Estimate: \$450,000

Description: The North Platte Bridge is essential to provide Public Land access into the Pathfinder Reservoir area, a high value recreational area. This project is a cooperative project with Natrona County, which will contribute \$200,000 towards the construction cost of the bridge. The major problems that the public encounters in the Pathfinder Reservoir area is lack of good quality legal access to Public Land shorelines. The only existing access into the Pathfinder Reservoir area is over a low water crossing that requires high clearance vehicles to traverse. Not only does this limit the people who can use the area, it puts those who due use the crossing at risk of being stranded due to heavy erosion and subsequent siltation into the Platte River.

Also, the uncontrolled and unregulated vehicle use along the shoreline is causing further resource damage and many private land owners are complaining about the trespass use of their land. There are only 3 miles of shorelines accessible to the public. The one existing boat launching/camping/picnicking area can become overcrowded in periods of moderate to high use. Constructing this bridge would also improve recreational opportunities in the Pedro Mountains. Construction of this bridge is anticipated to increase visitor use in the area about 1,000 people per week in the summer or more than 10,000 annually. This project supports recreational fishing initiatives, *Recreation 2000* strategy plans, and Public health and safety.

The 1994 project consists of construction of a single-lane, steel bridge with one center pier, with BLM and County funds. The proposed bridge site has been test bore drilled and tested by the Bureau of Reclamation. For future years, Phase II of this project would require an estimated \$650,000 to construct 15 miles of road on both sides of the bridge to provide a safer alignment and improved access road. The existing access route, which does not lie under the realigned road, would be rehabilitated.

❖1994 BLM Construction Project Descriptions❖

Title: Garnet National Trailhead (BCBW)

State: Montana

BLM District: Butte

Location: Montana; Missoula County. This project is located east of Missoula, in west-central Montana.

Estimate: \$20,000

Description: The Garnet Trailhead facility services the Garnet Range Backcountry Byway and the Garnet National Winter Trail System. This trailhead has a parking lot and a Kiosk. The trail lead over 20,000 visitors annually to Garnet Ghost Town in the summer and ski trails to Lubrecht School Forest in the Winter. There are no sanitary facilities on the Byway or the trail system, resulting in environmental degradation from human waste. Vegetation around the parking lot is trampled because there is no established trailhead facilities. This proposal supports the *Recreation 2000* strategy plan.

The 1994 project involves construction of a trailhead and sanitary facilities will be constructed. Also included in this proposal is the construction of an all weather trail from the parking area to the restroom. Once completed these facilities will meet accessibility standards for the disabled.

❖1994 BLM Construction Project Descriptions❖

Title: Santa Cruz Lake Recreation Management Area (SRMA)

State: New Mexico

District: Albuquerque

Location: New Mexico; Santa Fe County. The Santa Cruz Lake SRMA is located approximately 13 miles from Espanola and 30 miles north of Santa Fe, New Mexico.

Estimate: \$450,000

Description: The Santa Cruz Lake Recreation Area has become a popular place for over 20,000 annual visitors to fish, swim, boat and camp. A concession service used to provide boat launching/docking facilities but since has ceased to operate. Three major arroyos drain into the basin, two of which are adjacent to existing and or proposed facilities. These arroyos are partially controlled by earth beams. These flood control structures are in need of reconstruction to reduce sedimentation and accelerated erosion of the upland soils to improve spawning habitat for fisheries. The existing campground facilities and the access road are subject to flooding from these arroyos and therefore present a risk to human health and safety. The recreation area has been vandalized in the past due to the lack of BLM presence. Reconstruction and the subsequent recreational activities will have positive impacts on the rural economies. This proposal supports the *Recreation 2000* strategy plan, recreational fishing initiatives and protection of human health and safety.

The 1994 project involves work at the facilities along the Lake shoreline including: doing concrete lining of the flood control structures; relocating and reconstructing the shoreline campgrounds (asphalt paving, shelters, picnic tables, and cooking grills); and reconstructing the boat ramp and providing shoreline improvements. One of the camping units will be provided with water, power, and sewage hook-ups to serve a campground host site and will enable BLM to collect day-use and over-night recreation use fees. All facilities will meet accessibility standards for the disabled. The project will reduce New Mexico's maintenance backlog.

❖1994 BLM Construction Project Descriptions❖

Title: East Fork Blacktail and North Bear Trap Recreation Area.

State: Montana

BLM District: Butte

Location: Montana; Madison County: North Bear Trap Trailhead is 28 miles west of Bozeman.
Montana; Beaverhead County: East Fork Blacktail Trailhead is 35 miles southwest of Dillon.

Estimate: \$25,000

Description: These two trailheads provide primary access into the high country for hunters in the winter and fishermen in the summer. The North Bear Trap Trailhead is located adjacent to the Bear Trap Wilderness and is the primary access for wilderness users. The East Fork Blacktail Camp/Trailhead is used year round, but most heavily during hunting season and provides access for foot, bike, and horseback into the backcountry. Both areas are receiving a tremendous amount of use in the winter and summer. Existing facilities do not meet access standards for the disabled. This proposal supports *Recreation 2000* strategy plans.

The 1994 project involves replacing both old wooden deteriorated restrooms with concrete vault toilets. These facilities benefit the trail users and the environment by controlling the unsanitary conditions developing around the camping areas. Both facilities will meet disabled access standards. This project will reduce the Bureau's maintenance backlog.

❖1994 BLM Construction Project Descriptions❖

Title: Quail Hill Road

State: Arizona

BLM District: Arizona Strip District

Location: Arizona; Mohave County. The road begins at the Utah/Arizona state line and extends south for 19 miles to Wolf Hole Valley.

Estimate: \$340,000

Description: This road is the primary access route from St. George, Utah, to the Arizona Strip and provides access to 2 million acres of land administered by the National Park Service and the Bureau of Land Management. Current average traffic is between 50-75 vehicle per day. This is expected to increase 2 to 3 times over the next 10 to 15 years. Most of the increased traffic will come from the recreating public. Continue construction work is needed to reduce safety hazards and reduce maintenance cost.

Over the past 6 years, about 10 miles of road south from the Arizona-Utah State line have been reconstructed to a 40-mph standard unpaved, gravel road. The condition of the remaining 9 miles is poor, however, in 1992, the BLM worked on a 1.5 mile section through Quail Canyon, a very narrow and steep drainage. In 1993 funds were appropriated to work on the last 7-1/2 miles, including the remaining 1-mile segment through Quail Canyon and the 6-1/2 miles through rolling terrain to Wolf Hole Valley.

The 1994 project involves an additional \$340,000 needed to gravel the road surface on the last section of construction, in order to complete this project and protect the 1993 investment in construction.

❖1994 BLM Construction Project Descriptions❖

Title: "Boots and Saddles" Trail, Forts Craig and Cummings

State: New Mexico

BLM District: Las Cruces District

Location: Fort Craig: New Mexico, Socorro County, located near Socorro in the south central portion of the State.
Fort Cummings: New Mexico, Luna County, located in the southwestern part of the State.

Estimate: \$205,000

Description: The "Boot and Saddles" initiative is a plan to protect, restore, and interpret seven military forts for the public during a unique period (1846–1900) in the history of the southwest. In the House Committee Report accompanying the 1992 Interior and Related Agencies Appropriation Act, (H. Rept 102–116), BLM was directed to prepare a study of the seven historic forts in New Mexico and to develop alternatives for interpreting and preserving them encompassing common themes. Two forts, Fort Cummings and Fort Craig, are located on lands administered by BLM. These two forts were significant in the settlement of New Mexico.

The impetus for the development of the State of New Mexico came after the Mexican War. In order to occupy and settle this territory intervention by the United States military was necessary. In 1846, the commander of the "Army of the West" moved into New Mexico for the purpose of encouraging settlement and to protect citizens from Indian attacks. The Army took nearly 50 years to fulfil this promise. Fort Craig also played a role in the Civil War. These Forts contribute towards the economic and social development of the territory. The "Boots and Saddles" project supports the President's Commission on American Outdoors and the National Environmental Education Act of 1991; BLM's *Adventures in the Past, Heritage Education, and Recreation 2000*.

The 1994 project funding is to provide caretaker facilities at both forts for the purpose of providing resource stabilization, protection and interpretation.

**◆Bureau of Land Management
Comprehensive Construction Table
FY 1994 Budget◆**

Project Title (State)	Rank	Do we Own Land?	Total Est. Cost	Total App- rop. Thr. 93	Advance Plan- ning Portion	Project Plan- ning Portion	Con- struct. Portion	Can Phase or phase more	Est. Award Date	Will 94 \$ compl?	Post 94 Need s	Remarks
	#	(Y/N)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(Y/N)	(1-4)	(Y/N)	(\$0- 00)	
Engineering design and contract support	1	—	520	—	—	520	—	Y	—	—	—	Technical & contract support
Gold Belt (SRMA) CO	2	Y	525	0	Done	Done	525	Y	3	Y	0	Supports BCBW & State ISTEA priorities
Sweetwater River Rec. Area WY	3	Y	130	0	Done	Done	130	N	3	Y	0	Supports BCBW, Adventures in the Past, & Wilderness
Kane Gulch Contact Station UT	4	Y	2,000	0	180	Phase I Done	500	N	4	N	1,500	Phase II: quarters, access and parking
Yakima River Rec. Site OR	5	Y	395	50	Done	S&D \$45	300	N	3	Y	0	supports riparian, ACEC, WL, T&E, & Historic
Honeydew Portal and Mattole Complex at King Range (NCA) CA	6	Y	370	0	Done	Done	370	Y	1	Y	0	Supports N. Calif Trail system and Rec use.
Lower Bear Trap Rec. Area MT	7	Y	135	0	Done	Done	135	N	3	Y	0	Supports Wilderness Rec. and Riparian use
Campbell Creek Envir. Education Center AK	8	Y	3,300	1,200	Done	Done 398	1,500	N	2	N	600	Will be combined w/ initial funding for phase I contracting.
Ear Mountain Trailhead (ONA) MT	9	Y	45	0	Done	Done	45	N	2	Y	0	Supports wilderness and partnerships
West Aravaipa Wilderness Survey and Design AZ	10	Y	40	0	Done	Done	200	N	2	N	200	Complete S&D work for visitor contact station
Surprise Administrative Facility CA	11	Y	200	0	Done	18	182	N	3	Y	0	Office expansion to meet employee & public needs

Project Title (State)	Rank	Do we Own Land?	Total Est. Cost	Total App- rop. Thr. 93	Advance Plan- ning Portion	Project Plan- ning Portion	Con- struct. Portion	Can Phase or phase more	Est. Award Date	Will 94 \$ compl?	Post 94 Need s	Remarks
	#	(Y/N)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(Y/N)	(1-4)	(Y/N)	(\$0- 00)	
North Platte Bridge WY	12	Y	450	0	Done	BoR	450	N	3	N	650	Phase 2 is to improve the ac- cess road
Garnet Nation- al Trailhead (BCBW) MT	13	Y	20	0	Done	Done	20	N	2	Y	0	sanitary facilities for Trailhead
Santa Cruz Lake (SRMA) NM	14	Y	1,200	0	Done	Done Phase 1	450	Y	3	N	750	Phase 1 recon- struct boat ramp, campground, & erosion control, Phase 2 visitor contact center
East Fork Blacktail/North Bear Trap Rec Area MT	15	Y	25	0	Done	Done	25	N	2	Y	0	Reconstructs sanitary facilities
Quail Hill Road AZ	16	Y	2,340	2,000	Done	Done	340	N	2	Y	0	Completes road project
"Boots & Saddles" Fort Craig & Fort Cummings Stabi- lization and protection NM	17	Y	354	149	Draft	Not Done	205	Y	3	N	?	Boots & Saddles initiative is un- der review. This work completes host fac. neces- sary to provide site protection

Justification of Program and Performance

Activity: Access **Subactivity: Access and Easement Acquisition**

Table VI 1994 Program Changes \$(000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	1,391	-24	0	1,367	-24
FTE	24	-1	0	23	-1

❖Authorizations❖

The Federal Land Policy and Management Act of 1976, (43 U.S.C. 1701, 1715, 1716) authorizes the Secretary of the Interior to manage Public Land on a multiple-use basis and to acquire by purchase, exchange, donation or eminent domain, access to Public Land such as easements.

The Timber Access Road Act of July 26, 1955, (69 Stat. 374) authorizes acquiring access to timber roads.

The Act of August 1, 1888 as amended, (40 U.S.C. 257) provides condemnation authority.

❖Objectives❖

The objectives of the access and easement acquisition program are to:

- provide public access to Federal lands for appropriate uses by acquiring the necessary legal rights (easements for road and trail access) over non-Federal lands that are essential to implement planned BLM resource management programs; and
- provide access to areas which are designated as valuable for public recreation uses (specific

recreation areas, national trail system segments, designated wilderness areas, wilderness study areas, and wild and scenic rivers).

❖1994 Program❖

The 1993 Enacted Funding Level for the Access program is \$1,391,000 and 24 FTE. For 1994, adjustments as a result of uncontrollable changes will reduce \$24,000 and 1 FTE from the 1993 Enacted level, providing a 1994 Budget Request of \$1,367,000 and 23 FTE.

Because of the checkerboard and intermingled land ownership patterns in many parts of the west, Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners. In many cases, it is necessary for BLM to acquire legal access to Public Land through the surrounding non-Federal lands in order for the general public and for the BLM to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of the Public Land.

To obtain access, the BLM must survey to locate the existing or proposed road, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses. Most requests for additional access are received from recreational users of the Public Land.

The BLM *Recreation 2000* strategy identifies access needs for recreational use as a significant issue to be resolved. Access to the Public Land for recreation use is becoming increasingly important. As recreation use and populations increase, the problem becomes more complex. Landowners adjacent to the Public Land are closing access to some areas of the Public Land which have been heavily used in the past.

Approximately 32 million acres of Public Land are unavailable for public use due to the lack of legal access. An estimated 13,000 easements are needed to provide adequate access to these isolated properties. The BLM has been acquiring about 150 easements annually. Field offices are working to provide public access to those areas that offer the greatest recreation and tourism opportunities and for administering the commodity related programs (i.e. timber, grazing, etc.).

Since FLPMA repealed all the settlement authorities and required retention of the Public Land, it is important to provide public access to those lands to realize the multiple-use benefits from the Public Land. The lack of access to Public Land results in lawsuits, condemnation actions, threats and even shooting incidents. In some cases, restricted private roads are the only access to large blocks of Public Land, which effectively locks out all public users.

In 1994, 140 easements will be acquired, a reduction of 4 easements from the 1993 Enacted level.

Easements to be acquired would be consistent with land use plan decisions. About 48 of the planned easements will be for multiple-use purposes (for example recreation, range, or wildlife), and 92 easement acquisitions will predominantly facilitate forestry activities on the Public Land.

Table VII Access Program Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
Easement acquired (#)	148	144	140	-4

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Construction and Access

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		1,590		(555)		149		1,184
11.3 Other than full-time permanent.....		94		(33)		9		70
11.5 Other personnel compensation.....		60		(25)		5		40
11.9 Total personnel compensation.....	42	1,744	(2)	(613)	(9)	163	31	1,294
Other Objects:								
12.1 Civilian personnel benefits.....		340		(104)		26		262
21.0 Travel and transportation of persons.....		150		(150)		113		113
22.0 Transportation of things.....		80		(80)		60		60
23.2 Rental payments to others.....								
23.3 Communications, utilities, and miscellaneous charges.....		60		(60)		40		40
24.0 Printing and reproduction.....		35		(35)		35		35
25.2 Other services.....		1,300		(1,300)		900		900
26.0 Supplies and materials.....		310		(310)		273		273
31.0 Equipment.....		130		(130)		100		100
32.0 Lands and structures.....		11,527		(11,527)		4,090		4,090
Total Requirements	42	15,676	(2)	(14,309)	(9)	5,800	31	7,167

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code: 14-1110-0-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
Direct program:			
00.01 Construction projects.....	8,032	14,285	8,536
00.02 Access and easement acquisition.....	1,358	1,391	1,367
10.00 Total obligations.....	9,390	15,676	9,903
Financing:			
17.00 Recovery of prior year obligations.....	(704)	---	---
21.40 Unobligated balance available, start of year.....	(8,078)	(13,530)	(13,530)
24.40 Unobligated balance available, end of year.....	13,530	13,530	10,794
39.00 Budget authority	14,138	15,676	7,167
Budget authority:			
40.00 Appropriation.....	14,138	15,810	7,167
40.75 Reduction pursuant to P.L. 102-381.....	---	(134)	---
43.00 Appropriation (total).....	14,138	15,676	7,167
Relation of obligations to outlays:			
71.00 Total obligations.....	9,389	15,676	9,903
72.40 Obligated balance, start of year.....	7,041	2,400	3,262
74.40 Obligated balance, end of year.....	(2,400)	(3,262)	---
78.00 Adjustments in unexpired accounts.....	(704)	---	---
90.00 Outlays.....	13,326	14,814	13,165

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code: 14-1110-0-1-302		1992 actual	1993 enacted	1994 estimate
BUREAU OF LAND MANAGEMENT				
Personnel compensation:				
11.1	Full-time permanent.....	1,531	1,590	1,184
11.3	Other than full-time permanent.....	91	94	70
11.5	Other personnel compensation.....	60	60	40
11.9	Total personnel compensation.....	1,682	1,744	1,294
12.1	Civilian personnel benefits.....	323	340	262
21.0	Travel and transportation of persons.....	138	150	113
22.0	Transportation of things.....	65	80	60
23.3	Communications, utilities, and miscellaneous charges	31	60	40
24.0	Printing and reproduction.....	11	35	35
25.2	Other services.....	822	1,300	900
26.0	Supplies and materials.....	187	310	273
31.0	Equipment.....	55	130	100
32.0	Land and structures.....	6,076	11,527	6,826
99.0	Total obligations.....	9,390	15,676	9,903

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code: 14-1110-0-1-302	1992 actual	1993 enacted	1994 estimate
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	42	42	31
Full-time equivalent of overtime and holiday hours.....	1	---	---

Appropriation: Payments in Lieu of Taxes

Appropriation Language Sheet

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), [\$105,000,000] *\$104,108,000*, of which not to exceed \$400,000 shall be available for administrative expenses.

(31 U.S.C. 6901-6907; P.L. 102-381, *Department of the Interior and Related Agencies Appropriations Act, 1993.*)

Appropriation Language Citations

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07),
[~~\$105,000,000~~] *\$104,108,000*,

31 U.S.C. 6901-07

The Payments in Lieu of Taxes Act of 1976 as amended, 31 U.S.C. 6901-07 authorizes and directs the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. of which not to exceed \$400,000 shall be available for administrative expenses.

P.L. 102-381

P.L. 102-381, Department of the Interior and Related Agencies Appropriations Act, 1993, authorizes the use of \$400,000 for administrative expenses.

Summary of Requirements
(dollars in thousands)

Appropriation: Payments in Lieu of Taxes

	FTE	Amount
President's Budget, 1993	2	104,108
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	2	104,108

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program		1994		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Payments in Lieu of Taxes	1	103,677	2	104,108	0	0	0	0	2	104,108	0	0
TOTAL APPROPRIATION	1	103,677	2	104,108	0	0	0	0	2	104,108	0	0

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Payments in Lieu of Taxes

Table I Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	103,677	104,108	--	--	104,108	--
FTE	1	2	--	--	2	--

❖Authorization❖

The *Payments In-Lieu of Taxes (PILT) Act of 1976, as amended (31 U.S.C. 6901-6907)* authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land is located.

❖Objectives❖

The objectives of this program are to:

- determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- make payments, to the extent that funds are available, to all qualified recipients.

❖1994 Program❖

The 1994 Budget request for the PILT program is \$104,108,000, the same as the 1993 Enacted level. This level will provide nearly the full level of payments to counties and other appropriate units of general local government as authorized under 31 U.S.C. 6901-6907.

31 U.S.C. 6901-6907 provides for payments to units of local general government (e.g., counties)

which contain certain Federally-owned lands within their boundaries. These payments are designed to supplement other Federal land revenue sharing payments that county governments may be receiving. PILT funds may be used by the recipients for any governmental purpose. The PILT appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

31 U.S.C. 6901-6907 authorizes several types of annual payments to be made to eligible units of local government.

"Entitlement Land" Payments (31 U.S.C. 6901)

Payments to eligible units of local government are made, under one of two alternative procedures authorized by 31 U.S.C. 6901, based on the number of acres of "entitlement lands" within the county or other eligible unit of government. "Entitlement lands" consist of lands in the National Forest System and the National Park System; lands administered by the Bureau of Land Management (except for the revested Oregon & California Grant Lands, and the reconveyed Coos Bay Wagon Road Lands, both of which are addressed by separate revenue sharing laws); lands dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of

Engineers; and, effective in 1979, National Wildlife Refuge areas withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to the United States by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

Under this provision, the PILT amount paid to the eligible recipients is determined by the higher calculation resulting from either of the following two alternative procedures:

- *Seventy-five cents* for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year is deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local general government and are not deducted from the amount to be paid to the unit. The 11 Federal land payment laws that are considered in making this computation are as follows:

- *Department of Agriculture Appropriations Act of 1908*, (35 Stat. 251, 16 U.S.C. 500);
- *Enabling Act of 1910 for Arizona and New Mexico*, (36 Stat. 557);
- *Mineral Leasing Act of 1920* (Section 35), (41 Stat. 450, 30 U.S.C. 191);
- *Federal Power Act of 1920* (Section 17), (41 Stat. 1072, 16 U.S.C. 810);
- *Taylor Grazing Act of 1934* (Section 10), (43 U.S.C. 315i);

- *Bankhead-Jones Farm Tenant Act* (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

- *The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota*, (62 Stat. 570, 16 U.S.C. 577g);

- *The Act of June 22, 1956, to amend the Act of June 22, 1948*, (70 Stat. 366, 16 U.S.C. 355);

- *Mineral Leasing Act for Acquired Lands of 1947* (Section 6), (61 Stat. 915, 30 U.S.C. 355);

- *Material Disposal Act of 1947* (Section 3), (61 Stat. 681, 30 U.S.C. 603); and

- *Refuge Revenue Sharing Act of 1978*, (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the BLM each year by the Governor of each State or his delegate.

or,

- *Ten cents* for each acre of "entitlement land" within the boundaries of the unit of government without any deductions made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Any payment made for "entitlement lands" is subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita for populations up to 5,000 and going to \$20 per capita at between 49,000 and 50,000 population with a maximum payment of \$1,000,000. Under the first Alternative method of calculation, if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, the reductions for other Federal land payments received are made from the ceiling amount, not from the amount derived by multiplying 75 cents per acre.

Section 6904 Payments

Under 31 U.S.C. 6904, payments are also authorized for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal government. Payments under this section are made in addition to payments for entitlement lands under 31 U.S.C. 6901. The payments are based on one percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

Federal payments of \$100 or more made under Section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal government.

Section 6905 Payments

Under 31 U.S.C. 6905, payments are authorized for any lands or interests in lands owned by the Federal government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal government.

Administrative Expenses

Up to \$400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with Congress and other Federal land-managing agencies, communications with State officials and counties which receive payments, and the cost of salaries, expenses and ADP services needed to compute alternative payment calculations and the final disbursement schedule sent to Treasury.

Table II Summary of Payments to Eligible Units of Government By State, BLM.

<i>State/Territory</i>	<i>1992 Payment</i>	<i>State/Territory</i>	<i>1992 Payment</i>
Alabama	\$ 133,419	Montana	7,701,030
Alaska	4,507,941	Nebraska	333,815
Arizona	8,400,142	Nevada	6,730,261
Arkansas	934,515	New Hampshire	89,862
California	10,194,587	New Jersey	42,619
Colorado	6,426,496	New Mexico	10,492,453
Connecticut	16,049	New York	40,805
Delaware	9,576	North Carolina	1,268,014
District of Columbia	5,283	North Dakota	556,279
Florida	1,039,091	Ohio	207,377
Georgia	790,686	Oklahoma	781,425
Guam	895	Oregon	2,871,042
Hawaii	36,263	Pennsylvania	211,483
Idaho	1,238,914	Puerto Rico	22,292
Illinois	305,050	South Carolina	169,246
Indiana	211,909	South Dakota	1,300,049
Iowa	127,815	Tennessee	464,399
Kansas	337,818	Texas	1,313,903
Kentucky	594,384	Utah	8,860,477
Louisiana	159,163	Vermont	236,604
Maine	94,239	Virgin Islands	10,928
Maryland	43,040	Virginia	1,184,836
Massachusetts	53,609	Washington	1,409,119
Michigan	1,139,050	West Virginia	777,068
Minnesota	685,811	Wisconsin	471,984
Mississippi	345,558	Wyoming	7,194,674
Missouri	861,076	<i>Total</i>	99,440,919

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Payments in Lieu of Taxes

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		100		1				101
11.9 Total personnel compensation.....	2	100	0	1	0	0	2	101
Other Objects:								
12.1 Civilian personnel benefits.....		25						26
24.0 Printing and reproduction.....		2						2
25.2 Other services.....		268		(1)				260
26.0 Supplies and materials.....		5						5
41.0 Grants, subsidies, and contributions.....		103,708						103,714
Total Requirements	2	104,108	0	0	0	0	2	104,108

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code: 14-1114-0-1-806	1992 actual	1993 enacted	1994 estimate
Personnel compensation:			
11.1 Personnel compensation, full-time permanent.....	143	100	101
12.1 Civilian personnel benefits.....	21	25	26
24.0 Printing and reproduction.....	1	2	2
25.2 Other services.....	363	268	260
26.0 Supplies and materials.....	4	5	5
41.0 Grants, subsidies, and contributions.....	99,441	103,708	103,714
99.9 Total obligations.....	99,973	104,108	104,108

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code: 14-1114-0-1-806	1992 actual	1993 enacted	1994 estimate
Program by activities:			
10.00 Total obligations.....	99,973	104,108	104,108
Financing:			
25.00 Unobligated balance expiring.....	3,704	---	---
39.00 Budget authority.....	103,677	104,108	104,108
40.00 Appropriation.....	103,677	105,000	104,108
40.75 Reduction pursuant to P.L. 102-381	---	(892)	---
43.00 Appropriation (total).....	103,677	104,108	104,108
Relation of obligations to outlays:			
71.00 Total obligations.....	99,973	104,108	104,108
72.40 Obligated balance, start of year.....	153	251	---
74.40 Obligated balance, end of year.....	(251)	---	---
77.00 Adjustments in expired accounts.....	667	---	---
90.00 Outlays.....	100,542	104,359	104,108

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code: 14-1114-0-1-806	1992 actual	1993 enacted	1993 estimate
Total compensable workyears:			
Full-time equivalent employment.....	2	2	2

INVESTIGATION OF THE
CAUSE OF THE
FIRE AT THE
FIRE STATION
ON 11/11/1977

DATE	11/11/77
TIME	10:00 AM
LOCATION	FIRE STATION
REPORTED BY	JOHN J. KIRBY
REPORTED TO	JOHN J. KIRBY
REPORTED BY (Signature)	
REPORTED TO (Signature)	

301

11/11/77

11/11/77

11/11/77

11/11/77

11/11/77

JOHN J. KIRBY

Appropriation: Land Acquisition

Appropriation Language Sheet

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, \$11,377,000, to be derived from the Land and Water Conservation Fund, to remain available until expended; and, in addition, for activities authorized under Public Law 102-259 to be carried out by the Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation, [\$28,034,000 to be derived from the Land and Water Conservation Fund], \$5,000,000 to remain available until expended.

(16 U.S.C. 460l, 16 U.S.C. 460y, 43 U.S.C. 1715, 1716, 1718; 20 U.S.C. 5601-5609; Department of the Interior and Related Agencies Appropriations Act, 1993.)

Justification of Proposed Language Changes

Addition: \$11,377,000, to be derived from the Land and Water Conservation Fund, to remain available until expended; and, in addition,

Deletion: [\$28,034,000 to be derived from the Land and Water Conservation Fund]

These language changes are being proposed to identify that the funding for the Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation Trust Fund is being derived from the General Fund of the Treasury, not from the Land and Water Conservation Fund. The funds for BLM's regular Land Acquisition activities will continue to be derived from the Land and Water Conservation Fund, however.

Appropriation Language Citations

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, \$11,377,000, to be derived from the Land and Water Conservation Fund, to remain available until expended; and, in addition, for activities authorized under Public Law 102-259 to be carried out by the Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation, [\$28,034,000 to be derived from the Land and Water Conservation Fund], \$5,000,000 to remain available until expended.

(16 U.S.C. 460l, 16 U.S.C. 460y, 43 U.S.C. 1715, 1716, 1718; 20 U.S.C. 5601-5609; Department of the Interior and Related Agencies Appropriations Act, 1993.)

16 U.S.C. 460l,
16 U.S.C. 460y,
43 U.S.C. 1715, 1716, 1718,
20 U.S.C. 5601-5609;

● 16 U.S.C. 4601 provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area and are to remain available until expended.

● 16 U.S.C. 460y authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area.

● 43 U.S.C. 1715, 1716, and 1748 authorize the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain, when such actions are in the public interest.

● 20 U.S.C. 5601-5609 (Public Law 102-259 of March 19, 1992) established the Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation, and the Morris K. Udall Scholarship and Excellence in National Environmental Policy Trust Fund, and authorized the appropriation of \$40,000,000 to the Trust Fund.

Summary of Requirements
(dollars in thousands)

Appropriation: Land Acquisition

President's Budget, 1993	FTE 50	Amount 27,796
Summary of Uncontrollable and Related Changes*	FTE Amount	
FTE Usage Reduction	-2 (52)	
One Time 1993 Acquisition Projects	0 (26,399)	
Additional Cost in 1994 of the January 1993 Pay Raise	0 22	
CSRS/FERS Retirement Cost	0 10	
Total Uncontrollable Changes	(2)	(26,419)
Program Changes (detailed below)	(25)	15,000
Total Requirements (1994 Request)	23	16,377

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program		1994		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Acquisitions	29	23,423	17	21,441	(1)	(21,441)	(9)	10,100	7	10,100	(3)	-11341
Special Appropriation												
Udall Foundation	0	0	0	4958	0	-4958	0	5000	0	5,000	0	42
Acquisition Management	33	1,580	33	1,397	(1)	(20)	(16)	(100)	16	1,277	-17	-120
Transfers	0	495	0	0	0	0	0	0	0	0	0	0
TOTAL APPROPRIATION	62	25,498	50	27,796	(2)	(26,419)	(25)	15,000	23	16,377	(20)	(11,419)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

❖Justification of Uncontrollable Changes❖

Table I Justification of Uncontrollable Changes (\$ 000s).

	1993 Enacted to Date \$000/FTE	1994 Change (+/-) \$000/FTE
CSRS/FERS Retirement Costs	121	+10
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.		
Additional cost in FY 1994 of the January 1993 pay raise	2,010	+22
The adjustment is for an additional amount of \$22,000 needed in 1994 to fully fund the one additional quarter's cost associated with the 3.7% raise effective in January 1993.		
FTE Usage Reduction	0/50	-52/-2
The adjustment is for the cost savings associated with the program's share of the Administrations's goal of reducing Federal positions by 100,000 by the end of Fiscal Year 1995.		
One-Time 1993 Acquisition Projects	26,399/17	-26,399/-17
The Land Acquisition account is a Zero-Base account for project costs. This adjustment reflects the deletion of funds provided as one-time amounts for land acquisition projects in the 1993 Enacted to Date appropriations level.		
Total, Uncontrollable Changes		-26,419/-18

❖Analysis of Budgetary Resources❖

Table II Analysis of Budget Resources, Land Acquisition (14-5033-0-2-302), Bureau of Land Management (\$ 000a).

	1992 Enacted	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Land Acquisition Account Total				
<i>BA available for obligation:</i>				
Appropriation	25,322	28,034	16,377	-11,657
Reduction (PL.102-154, 102-381)	-319	-238	0	+238
Unoblig. bal. brt. fwd.	12,317	21,827	21,827	0
Transferred from other accounts	+495	0	0	0
Recovery of prior year oblig.	37	0	0	0
Total BA available	37,852	49,623	38,204	-11,419
Less: obligations	-16,024	-27,796	-19,540	+8,256
Unoblig. bal. brt. fwd.	21,827	21,827	18,664	-3,163
<i>FTE</i>	62	50	23	-27

Table II Analysis of Budgetary Resources - Special Appropriation (\$ 000)

	1992 Enacted	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Special Appropriation - Udall Foundation				
<i>BA available for obligation:</i>				
Appropriation	0	5,000	5,000	0
Reduction (PL. 102-381)	0	-42	0	+42
Unoblig. bal. brt. fwd.	0	0	4,958	+4,958
Transferred from other accounts	0	0	0	0
Recovery of prior year oblig.	0	0	0	0
Total BA available	0	4,958	9,958	+5,000
Less: Obligations	0	0	-5,000	-5,000
Unoblig. bal. brt. fwd.	0	4,958	4,958	0
<i>FTE</i>	0	0	0	0

Table IV Analysis of Budget Resources by Activity, Land Acquisition (\$ 000s).

	1992 Enacted	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Acquisition Management				
<i>BA available for obligation:</i>				
Appropriation	1,600	1,409	1,277	-132
Reduction (PL.102-154, 102-381)	-20	-12	0	+12
Unoblig. bal. brt. fwd.	701	470	0	-470
Transferred from other accounts	0	0	0	0
Recovery of prior year oblig.	0	0	0	0
Total BA available	2,281	1,867	1,277	-590
Less: obligations	-1,811	-1,867	-1,277	-590
Unoblig. bal. brt. fwd.	470	0	0	-0
<i>FTE</i>	33	33	16	-17
Land Acquisition Projects				
<i>BA available for obligation:</i>				
Appropriation	23,722	21,625	10,100	-11,525
Reduction (PL.102-154, 102-381)	-299	-184	0	+184
Unoblig. bal. brt. fwd.	11,616	21,357	16,869	-4,488
Transferred from other accounts	+495	0	0	0
Recovery of prior year oblig.	37	0	0	0
Total BA available	35,571	42,798	26,969	-15,829
Less: obligations	-14,213	-25,929	-13,263	+12,666
Unoblig. bal. brt. fwd.	21,357	16,869	13,706	-3,163
<i>FTE</i>	29	17	7	-10

Justification of Program and Performance

Appropriation: Land Acquisition

Table V Activity Summary, Land Acquisition Appropriation (\$ 000s).

		1993 Enacted To Date	Uncontrol- lable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Acquisition	\$ <i>FTE</i>	21,441 17	-21,441 -17	+10,100 +7	10,100 7	-11,341 -10
Special Appropriation Udall Foundation	\$ <i>FTE</i>	4,958 0	-4,958 0	+5,000 0	5,000 0	+42 0
Acquisition Management	\$ <i>FTE</i>	1,397 33	-20 -1	-100 -16	1,277 16	-120 -17
TOTAL	\$ <i>FTE</i>	27,796 50	-26,419 -18	+15,000 -9	16,377 23	-11,419 -27

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1715, 1748(d)) provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (§205); in exercising this authority, appropriations from the Land and Water Conservation Fund (LWCF) may be used to purchase lands which are primarily of value for outdoor recreation purposes (§318(d) of FLPMA).

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460), authorizes planning, acquisition, and development of needed land and water areas and facilities; in exercising this authority, appropriated funds from the LWCF may be used for such acquisition to assist in preserving, developing, and assuring accessibility for the benefit of present and future citizens of the United States of America.

The King Range National Conservation Area Act of 1970, as amended (16 U.S.C. 460(y)), authorizes acquiring lands or interests in lands, within the King Range NCA area and selected adjacent lands.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

Morris K. Udall Scholarship and Excellence in National Environmental and Native American Public Policy Act of 1992 (P.L. 102-259) establishes the Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation to be located on the University of Arizona in Tucson at the Udall Center for Studies in Public Policy.

❖Objectives❖

The objectives of the land acquisition program are to:

- support the Administration's initiatives relating to natural resource and environmental infrastructure by:

- supporting Biodiversity and "Fish and Wildlife 2000" by acquiring through land exchange or donation for access, wildlife habitat, and riparian-wetland areas; and

- supporting "Recreation 2000" by acquiring through land exchange or donation access or lands with recreational opportunities including wilderness inholdings and cultural resources;

- increase public land management efficiency through consolidation of public land in manageable areas;

- increase protection of sensitive natural resources through habitat and resource acquisition; and

- carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands.

❖1994 Program❖

Special Appropriation

Table VI Activity Summary, Special Appropriation, Udall Foundation (\$ 000s).

		1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Udall Founda- tion	\$	4,958	5,000	+42
	FTE	0	0	0

An appropriation of \$5,000,000 is requested in continuing support of the Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation Trust Fund (Udall Foundation). The Udall Foundation was established by P.L. 102-259 in March, 1992, and \$4,958,000 was

appropriated in the BLM Land Acquisition account in 1993 for the Foundation.

The Udall Foundation is to be located on the campus of the University of Arizona in Tucson at the Udall Center for Studies in Public Policy. The primary goal of the Foundation is to provide students with resources to become leaders in environmental and Native American policy. The primary method of support is through scholarships, fellowships, internships and grants.

Acquisitions

Table VII 1994 Land Acquisition Projects

Project	State	Cost (\$000s)
Central Valley Wetlands	CA	3,000
Idaho Lands Exchange	ID	2,900
San Pedro Riparian NCA	AZ	1,000
Book Cliffs/Bitter Creek	UT	2,450
Emergency, Hardship, & Inholding Acquisitions	BLM- wide	750
TOTAL		10,100

The proposed land acquisition projects represent those essential ongoing acquisition projects that require new appropriations while supporting the Secretary's emphasis on the use of land exchanges as the preferred method of acquiring lands needed to meet the Administration's initiative relating to natural resource protection and environmental infrastructure, including the protection and enhancement of wetlands and riparian areas.

❖1994 Land Acquisition Projects❖

Emergency/Hardship/Inholding Acquisition:

+ \$750,000

These funds provide for the acquisition of tracts within designated recreation/conservation areas which become available for acquisition upon short notice. These acquisitions will prevent development or uses which may adversely impact resource values in the designated area and facilitate implementation of the management objectives for the area. This funding will also enable the agency to take advantage of "windows of opportunity" by acquiring important tracts as they become available or where potential new property uses threaten resource values within a designated area.

Project Area: 1. Central Valley Wetlands, California

Location: Sacramento and Siskiyou Counties, California: Congressional District, CA-02 & 04

Cost Detail:

FY 1994			Future		
Acres	\$/Acre	Total \$(000s)	Acres	\$/Acre	Total \$(000s)
2,500	1,200	3,000	14,866	824	12,250

Improvements: Generally unimproved with some agricultural

Description: This project, located in central California, is an ongoing, multi-year wetlands preservation/reclamation project in cooperation with several conservation organizations, and state and local government agencies. 93 percent of the Central Valley wetlands have been lost due to agricultural diking. This wetlands area provides 20 percent of the wintering waterfowl habitat in the nation, habitat for 8 federally listed/threatened species, and supports chinook salmon. It is also a component of the North American Waterfowl Management Plan. The intent is to protect or acquire about 10 percent of the wetlands area for protection and enhancement. The 1994 phase focuses on the Cosumnes River, located 15 miles south of Sacramento, which is the largest free-flowing river in California's Central Valley. The 1994 projects will protect two plant communities now considered rare in California: riparian valley oak forest and freshwater marsh. This is the second phase of a three-phase purchase and exchange program.

Need: Help maintain the ecosystem productivity by retaining and slowly releasing flood waters, recharging aquifers, stabilizing shorelines and filtering sediments and pollutants.

Project Area: 2. Idaho Lands, Idaho

Location: Six Northern Idaho Counties: Congressional District ID-01

Cost Detail:

FY 1994			Future		
Acres	\$/Acre	Total \$(000s)	Acres	\$/Acre	Total \$(000s)
967	3,000	2,900	5,000	3,000	15,000

Improvements: Unimproved

Description: This project, located in northern Idaho, is part of an ongoing, multi-year effort to acquire a series of inter-related parcels in different areas of northern Idaho to facilitate the management of Public Lands in the area, provide essential access to recreational opportunities, and protect key riparian values and anadromous fisheries. Many of the parcels support populations of endangered plant and animal species. The 1994 phase includes acquisitions that will provide public access to Lake Coeur d'Alene and the Spokane River, in places where public access is limited, as part of BLM's efforts to improve recreation opportunities in the Coeur d'Alene Special Recreation Management Area (SRMA).

Need: This action is followup to a three way transaction where the U.S. Fish and Wildlife Service (F&WS) acquired land in the White River National Refuge in Arkansas, Potlatch Corporation acquires land located within their area of operations in northern Idaho and BLM acquires land using LWCF monies within identified retention and management areas in northern Idaho. The legislation was passed on November 2, 1992 (P.L. 102-584) and the lands have been transferred to Potlatch and the F&WS.

Project Area: 3. San Pedro Riparian National Conservation Area, Arizona

Location: Cochise County, Arizona: Congressional District, AZ-05

Cost Detail:

FY 1994			Future		
Acres	\$/Acre	Total \$(000s)	Acres	\$/Acre	Total \$(000s)
800	1,250	1,000	3,355	1,520	5,101

Improvements: Unimproved Land

Description: This is a continuing project involving acquisition of 765 acres of private inholdings in the San Pedro Riparian National Conservation Area (NCA), located in southeastern Arizona, near Sierra Vista. The NCA contains 33 miles of riparian areas along a perennial stream (the San Pedro River), diverse wildlife habitats, numerous cultural resources, and excellent recreational areas previously closed to the public. The 1994 acquisitions contain desert riparian habitat, diverse wildlife populations, cultural and paleontological resources and outstanding recreational areas.

Need: Development would cause loss of valuable resources and conflict with management of the balance of the area.

Project Area: 4. Bookcliffs, Utah

Location: Uintah and Grand Counties, Utah: Congressional District, UT-03

Cost Detail:

FY 1994			Future		
Acres	\$/Acre	Total \$(000s)	Acres	\$/Acre	Total \$(000s)
7,000	350	2,450	4,000	350	1,400

Improvements: Ranch operation – irrigation ditches, fences and several outbuildings.

Description: This project is a joint effort of state and federal agencies to acquire private lands from four ranches which would allow improved management of wildlife, fisheries and recreation. The ranches are located in canyon bottoms which contain streams and roadways which provide access to nearly 450,000 acres of Federal and State lands. In 1994, the acquisition will secure a part of the Bookcliffs area which provides valuable elk and deer habitat. The project also involves about 50 miles of trout fishery and riparian habitat. Excellent outdoor recreation opportunities exist as well as potential for reestablishing sensitive species such as peregrine falcon, bald eagles and Colorado cutthroat trout.

Need: The property is suffering from heavy grazing, especially in the sensitive riparian areas. Federal ownership would allow enhancement of the riparian habitat to benefit livestock, elk, deer, fisheries and recreation.

Justification of Program and Performance

Activity: Acquisition Management

Table VIII Activity Summary, Acquisition Management (\$ 000s).

		1993 Enacted To Date	Uncontrol- lable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Total	\$ FTE	1,397 33	-20 -1	-100 -16	1,277 16	-120 -17

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the Acquisition Management program is \$1,397,000 and 33 FTE. Adjustments as a result of uncontrollable changes will subtract \$20,000 and 1 FTE from the 1993 Enacted Funding Level providing a 1994 continuing program level of \$1,377,000 and 32 FTE.

This program provides the required technical, administrative and program management support to guide the development and implementation of the BLM land acquisition program. It covers costs associated with title research, appraisals, project planning, surveys, program coordination with other program areas and with local governments and private parties as well as administrative support services necessary for the land acquisition program.

Many of the Congressionally approved projects have received multi-year funding. Carryover funds for some of the projects will allow continued acquisition work even though additional funding in 1994 is not requested.

Land exchange is the preferred method of land acquisition and will receive greater emphasis in 1994. About 250,000 acres are acquired annually through exchange. Some exchanges are partially funded by the Land and Water Conservation Fund through the Land Acquisition Appropriation.

Others are processed through the Lands and Realty Management Activity in the Management of Lands and Resources Appropriation.

Land exchanges normally include greater processing costs than purchases but have less impact on local governments and generally do not add to a net increase in the overall size of the Federal estate. Unless purchases are offset by disposals, land which has been taxable is removed from tax liability, reducing local jurisdiction revenues.

Despite the preference for exchange as the mechanism for land acquisition, there are circumstances which make purchase the only timely alternative. If funds are available for purchase, it is possible to prevent loss of sensitive resources by purchasing the land in a relatively short time frame.

❖1994 Program Decrease❖

Table IX 1994 Program Change (\$ 000s).

		1994 Budget Request	Program Changes(+/-)
Acquisition	\$	1,277	-100
Management	FTE	16	-16

The 1994 Budget Request for acquisition management is \$1,277,000 and 16 FTE, a program decrease of \$100,000 and 16 FTE.

The majority of the decrease is primarily due to the reduction in the land acquisition project request from 1993 to 1994. This decrease will be accomplished by reducing program management activities and re-directing resources to other program work funded from other appropriations such as land exchanges.

Acquisition management funds will be used to manage the overall program and process land exchanges for lands that meet the intent of the LWCF Act. There will also be some work undertaken in preparation for acquisition of high priority projects which appear likely to receive funding in future fiscal years.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Land Acquisition

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		1,876		(823)		(183)		870
11.3 Other than full-time permanent.....		119		(52)		(12)		55
11.5 Other personnel compensation.....		15		(7)		2		10
11.9 Total personnel compensation.....	50	2,010	(2)	(882)	(25)	(193)	23	935
Other Objects:								
12.1 Civilian personnel benefits.....		425		(176)		(44)		205
21.0 Travel and transportation of persons.....		70		(70)		50		50
22.0 Transportation of things.....		36		(36)		20		20
23.2 Rental payments to others.....		5		(5)		5		5
23.3 Communications, utilities, and miscellaneous charges.....		10		(10)		10		10
24.0 Printing and reproduction.....		15		(15)		5		5
25.2 Other services.....		475		(475)		350		350
26.0 Supplies and materials.....		60		(60)		40		40
31.0 Equipment.....		150		(150)		100		100
32.0 Lands and structures.....		24,540		(24,540)		9,657		9,657
41.0 Grants, subsidies, and contributions.....						5,000		5,000
Total Requirements	50	27,796	(2)	(26,419)	(25)	15,000	23	16,377

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code: 14-5033-0-2-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
Direct program:			
00.01 Operating expenses.....	3,507	1,397	6,277
01.01 Capital investment.....	12,518	26,399	13,263
10.00 Total obligations.....	16,025	27,796	19,540
Financing:			
17.00 Recovery of prior year obligations.....	(37)	---	---
21.40 Unobligated balance available, start of year.....	(12,317)	(21,827)	(21,827)
24.40 Unobligated balance available, end of year.....	21,827	21,827	18,664
39.00 Budget authority.....	25,498	27,796	16,377
Budget authority:			
40.00 Appropriation.....	---	---	5,000
40.20 Appropriation (special fund).....	25,003	28,034	11,377
40.75 Reduction pursuant to P.L. 102-381.....	---	(238)	---
42.00 Transferred from other accounts.....	495	---	---
43.00 Appropriation (total).....	25,498	27,796	16,377
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	16,024	27,796	19,540
72.40 Obligated balance, start of year.....	2,015	4,426	10,029
74.40 Obligated balance, end of year.....	(4,426)	(10,029)	(40)
78.00 Adjustments in unexpired accounts.....	(37)	---	---
90.00 Outlays.....	13,576	22,193	29,529

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code: 14-5033-0-2-302	1992 actual	1993 enacted	1994 estimate
Personnel compensation:			
11.1 Full-time permanent.....	2,240	1,876	870
11.3 Other than full-time permanent.....	142	119	55
11.5 Other personnel compensation.....	14	15	10
11.8 Special personal services payments.....	18	---	---
11.9 Total personnel compensation.....	2,414	2,010	935
12.1 Civilian personnel benefits.....	418	425	205
21.0 Travel and transportation of persons.....	67	70	50
22.0 Transportation of things.....	21	36	20
23.2 Rental payments to others.....	18	5	5
23.3 Communications, utilities, and miscellaneous charges.....	3	10	10
24.0 Printing and reproduction.....	11	15	5
25.2 Other services.....	362	475	350
26.0 Supplies and materials.....	51	60	40
31.0 Equipment.....	139	150	100
32.0 Land and structures.....	12,518	24,540	12,820
41.0 Grants, subsidies, and contributions.....	---	---	5,000
42.0 Insurance claims and indemnities.....	3	---	---
99.9 Total obligations.....	16,025	27,796	19,540

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code: 14-5033-0-2-302	1992 actual	1993 enacted	1994 estimate
Total compensable workyears:			
Full-time equivalent employment.....	62	50	23
Full-time equivalent of overtime and holiday hours.....	---	---	---

Appropriation: Oregon and California Grant Lands

Appropriation Language Sheet

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$83,122,000] \$85,907,000, to remain available until expended: *Provided*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

In addition to the amounts already available under this head, and subject to the same terms and conditions, \$5,000,000.

(16 U.S.C. 594; 43 U.S.C. 1181, 1701 et seq; 53 Stat. 753; P.L. 102-381, Department of the Interior and Related Agencies Appropriations Act, 1993.)

Justification of Proposed Language Changes

Addition: In addition to the amounts already available under this head, and subject to the same terms and conditions, \$5,000,000.

This additional language provides the funding for the BLM program increases in this appropriation account which support the President's *Natural Resource Protection and Environmental Infrastructure Initiative*. Building on the stimulus initiative, this proposal would protect and rehabilitate America's inventory of natural and cultural assets, restore the facilities that protect these resources, and improve access to them. This funding would help to eliminate the backlog of resource protection projects, facility maintenance, and rehabilitation.

Appropriation Language Citations

1. "For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$83,122,000] \$85,907,000 to remain available until expended:"

16 U.S.C. 594

43 U.S.C. 1181 a, b, d-f

43 U.S.C. 1701 et seq.

53 Stat. 753

P.L. 102-381

16 U.S.C. 594, *The Timber Protection Act of 1922* provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

43 U.S.C. 1181a, b, d-f. *The Oregon and California Grant Lands Act of 1937* provides for managing the revested Oregon and California Railroad and

reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; entering cooperative agreements with other agencies or private owners for coordinated administration; leasing lands for grazing; performing any and all acts and making such rules and regulations as may be necessary and proper for administering such lands; and distributing receipts.

43 U.S.C. 1701 et seq., *The Federal Land Policy and Management Act of 1976* provides for the Public Land to be retained in Federal ownership; for periodic and systematic inventory of the Public Land and resources; review of existing withdrawals and classifications; establishing comprehensive rules and regulations for administering Public Land statutes; multiple-use management on a sustained yield basis; protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; receiving fair market value for the use of the Public Land and resources; establishing uniform procedures for any disposal, acquisition, or exchange; protection of areas of critical environmental concern; and recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Land.

The Federal Land Policy and Management Act, applies to all Public Lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, §701(b) of FLPMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, *The Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

P.L. 102-381, *The Department of the Interior and Related Agencies Appropriation Act of 1993* provides funding for BLM programs.

2. "Provided, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876)."

This language was first enacted in the 1953 *Interior Department Appropriations Act* when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

3. *In addition to the amounts already available under this head, and subject to the same terms and conditions, \$5,000,000.*

This language is proposed in the President's 1994 Budget.

Appropriation Summary Statement

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road

(CBWR) Grant Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). Intermingled Public Domain lands which are managed for forest production under the principle of sustained yield and multiple-use under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 are also included in this appropriation. The acreage in the several land classifications receiving funding from this appropriation are shown in Table I below.

Programs conducted on certain additional O&C lands (492,399 acres) within National Forests are managed by the Forest Service and included in the Forest Service budget request.

The goals of the BLM management program for western Oregon are to provide for ecosystem diversity and sustainability. The maintenance and enhancement of biological diversity and sustainable resource production will provide a permanent supply of timber; protect and enhance watersheds, fish and wildlife habitat and species diversity; provide recreational opportunities; and contribute to the economic stability of local communities dependent upon the timber resource.

Table I Land Status of BLM-Managed Lands in Western Oregon.

Land Status	Acres
Oregon and California Grant Lands	2,072,000
Coos Bay Wagon Road Lands	75,000
Public Domain	239,500
Total, BLM western Oregon lands	2,386,500

The following major activities are financed by this appropriation:

① Western Oregon Resources Management

Provides for the management of 2.4 million acres of lands which are primarily forest ecosystems in western Oregon. These lands support a number of resource management activities including timber harvest, grazing, critical watersheds, wildlife habitat and fisheries, and recreation and cultural resources. Timber harvest is planned as a complementary activity in conjunction with providing ecosystem diversity and sustainability.

A new annual allowable sale quantity (ASQ) of timber was recommended in the new proposed Resource Management Plans (RMPs) expected to be implemented in 1994, and will be in compliance with applicable laws, and the reforestation and forest development practices necessary to support that average annual level of harvest. Resource management planning is also included in this activity.

② Western Oregon Information and Resource Data Systems:

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. With the expected implementation of the new proposed RMPs in 1994, the program focus will change from maintaining data for the plans to making the data operational for use in monitoring, adaptive management, developing timber sale plans, habitat management plans, and other activity plans.

③ Western Oregon Facilities Maintenance:

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and the transportation system necessary for the management of the lands in western Oregon. Investment increases in facilities infrastructure are part of the President's initiative to Invest in America's Growth.

④ Western Oregon Construction and Acquisition

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; transportation planning, and survey and design of access and other resource management roads; several construction projects on BLM lands in western Oregon; and rock aggregate used in the construction of access roads.

◆Background of the O&C Appropriation◆

Title II of the *Oregon and California Grant Lands Act of 1937*, 43 U.S.C. 1181f, (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);
2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and
3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Department of the Interior for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the U.S. Treasury had been repaid in full for money advanced to make the payments in lieu of taxes prior to 1937. According to subsection (b), Title II of the O&C Act, the 18 O&C counties were then entitled to 75 percent of the

receipts. However, in 1953, the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States Government for the development and management of the O&C lands.

Beginning in 1953, Congress appropriated some or all of these subsection (b) receipts for development, protection, and management of the O&C lands. From 1961 through 1981, an amount equal to the full 25 percent of receipts collected was appropriated by Congress to BLM for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made the "O&C" appropriation a direct, definite appropriation to BLM. This was done to eliminate the uncertainty in financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber harvests. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C" appropriation. Beginning with 1985, the Forest Service also began receiving a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation of funds from BLM. The 1994 Budget request continues these concepts for the O&C Grant Lands appropriation.

◆Receipts◆

Receipts from the harvest of timber and other products on the Oregon and California (O&C) Grant Lands, the Coos Bay Wagon Road (CBWR) Lands, and intermingled Public Domain (P.D.) lands of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties.

Actual receipts for 1991 and 1992 and the estimates for 1993 and 1994 are as follows:

Table II Receipts By Source (\$ 000s).

Collection Source	1991 Actual	1992 Actual	1993 Estimate	1994 Estimate
O&C	\$139,547	\$181,304	\$123,573	\$52,223,
CBWR	\$4,086	6,789	1,773	2,299
P.D.	\$20,540	13,709	10,149	2,449
Total	\$164,173	201,802	135,495	56,970

Note: includes receipts from O&C lands administered by the Forest Service.

The following is an estimated distribution of the above receipts:

Table III Receipt Distribution (\$ 000s).

Distribution	1991 Actual	1992 Actual	1993 Estimate	1994 Estimate
State/Counties	\$100,490	\$91,775	\$80,322	\$54,044
Treasury	48,073	99,608	47,460	1,065
Reclamation Fund	15,610	10,419	7,713	1,861
Total	164,173	201,802	135,495	56,970

Receipts from O&C lands are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Receipts from CBWR lands are used to pay an amount in lieu of taxes on these lands to Coos and Douglas counties, and the remainder is returned to the U.S. Treasury. Receipts from Public Domain lands are divided among the State (4 percent), the General Fund of the Treasury (20 percent), and the Reclamation Fund (76 percent).

Beginning in 1993, the federal share of all the receipts generated from timber salvage sales goes to the Forest Health and Recovery Account to be used for further salvage of timber and reforestation of these lands.

Payments to counties are planned to occur so that most of the payments will be made late in the fiscal year in which they were collected, with the balance being paid early in the following fiscal year.

The 1991, 1992 and 1993 Appropriations Acts for the Department of Interior and Related Agencies established a minimum (floor) payment for the O&C counties. The 1993 floor payment requires that receipts to the counties "shall not be less than 85 percent of the average annual payment made to those counties of their share of the Oregon and California land-grant receipts collected during the five-year baseline period of fiscal years 1986 through 1990". However the payment cannot exceed the total amount of receipts collected during FY 1993.

Summary of Requirements
(dollars in thousands)

Appropriation: Oregon and California Grant Lands

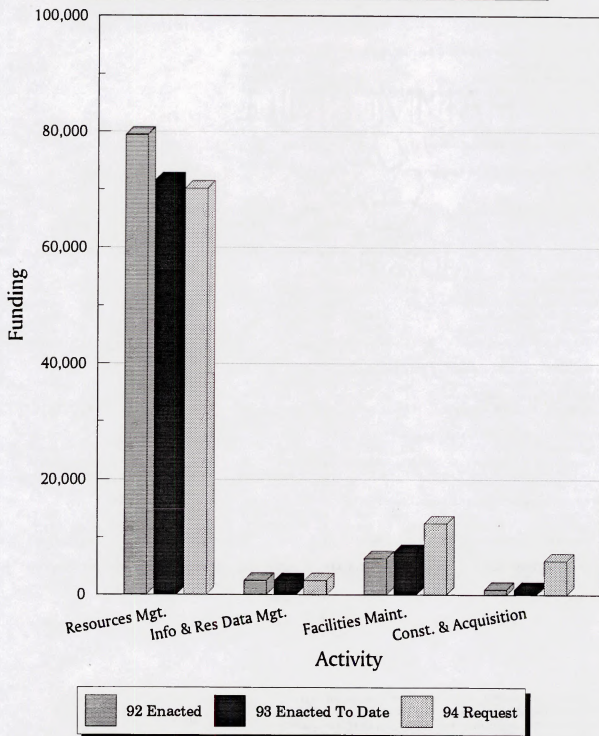
	FTE	Amount
President's Budget, 1993	1,317	82,415
Summary of Uncontrollable and Related Changes*	FTE Amount	
FTE Usage Reduction	-56 (1,213)	
Administrative Streamlining	(1,100)	
Additional Cost in 1994 of the January 1993 Pay Raise	458	
CSRS/FERS Retirement Costs	347	
Total Uncontrollable Changes	(56)	(1,508)
Program Changes (detailed below)	210	10,000
Total Requirements (1994 Request)	1,471	90,907

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program		1994		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Western Oregon Resources Mgmt:												
Forest Management	591	31,940	583	29,210	(31)	(608)	0	0	552	28,602	-31	-608
Reforestation and Forest Developme	393	35,349	400	29,117	(14)	(555)	0	0	386	28,562	-14	-555
Other Forest Resources Mgmt	129	8,837	133	10,760	(5)	(203)	32	1,200	160	11,757	27	997
Resource Management Planning	62	3,323	62	2,513	(2)	(42)	(35)	(1,400)	25	1,071	-37	-1442
Subtotal, W.O. Res. Mgmt	1,175	79,449	1,178	71,600	(52)	(1,408)	(3)	(200)	1,123	69,992	(55)	(1,608)
Western Oregon Information and Data Systems:												
Data Systems Operation and Manag	12	2,246	12	2,242	0	(7)	3	200	15	2,435	3	193
Resources Data Acquisition and Man	1	220	1	218	0	(3)	0	0	1	215	0	-3
Subtotal, W.O. Inf. & Data S	13	2,466	13	2,460	0	(10)	3	200	16	2,650	3	190
Western Oregon Facilities Maintenance												
Facilities Maintenance	47	3,067	48	3,105	(2)	(49)	0	0	46	3,056	-2	-49
Transportation Systems Maint	60	3,253	68	4,351	(2)	(40)	0	5,000	66	9,311	-2	4960
Subtotal, Western Ore. Faci	107	6,320	116	7,456	(4)	(89)	0	5,000	112	12,367	(4)	4,911
Western Oregon Constr. and Acquisition:												
Construction	4	589	4	584	0	(3)	0	5,000	4	5,581	0	4997
Acquisition	6	313	6	315	0	2	0	0	6	317	0	2
Subtotal, W.O. Constr. and /	10	902	10	899	0	(1)	0	5,000	10	5,898	0	4,999
TOTAL APPROPRIATION	1,305	89,137	1,317	82,415	(56)	(1,508)	0	10,000	1,261	90,907	(56)	8,492

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Oregon and California Grant Lands

Dollars in Thousands



❖Justification of Uncontrollable Cost Changes❖

Table IV Justification of Uncontrollable Cost Changes, O&C Appropriation (\$ 000s).

	1993 Est/ FTE	1993 Change
CSRS/FERS Retirement Costs	\$4,303	+\$347
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the BLM work force		
Additional cost in FY 1994 of the January 1993 pay raise	\$44,068	+\$458
The adjustment is for an additional amount of \$458,000 needed in 1994 to fully fund the one additional quarters' costs associated with the 3.7 percent pay raise effective in January of 1993.		

Activity Summary

Activity: Western Oregon Resources Management

Table V Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes(+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Forest Management	29,210	-608	0	28,602	-608
Reforestation and Forest Development	29,117	-555	0	28,562	-555
Other Forest Resources Management	10,760	-203	+1,200	11,757	+997
Resource Management Planning	2,513	-42	-1,400	1,071	-1,442
<i>Total</i>	<i>71,600</i>	<i>-1,408</i>	<i>-200</i>	<i>69,992</i>	<i>-1,408</i>

❖ Authorizations❖

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "Public Lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any

provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

❖Activity Overview❖

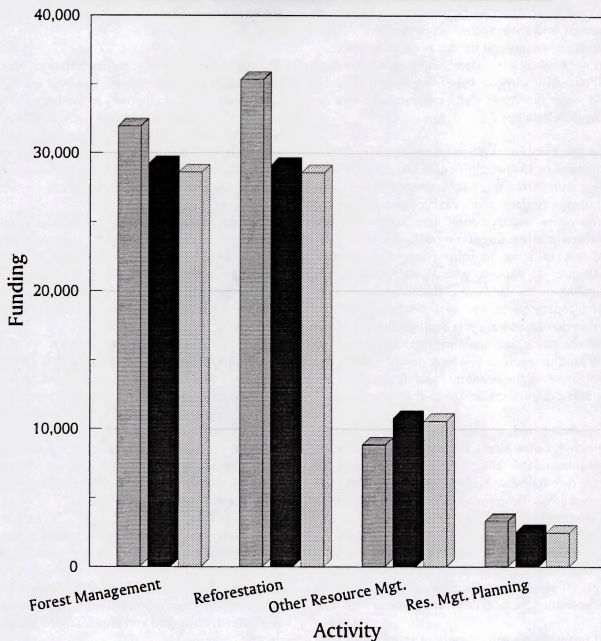
Resources Management for the Future in Western Oregon

During the last decade there has been a growing awareness about new resource management issues, developments in technologies, scientific information, cultural and ethnic demands, increasing population, changing local economic conditions, and broadening demands for a clean and healthy environment. These trends present new opportunities for the BLM to respond creatively

Oregon and California Grant Lands

Western Oregon Resources Management

Dollars in Thousands



92 Enacted
 93 Enacted To Date
 94 Request

and adapt operations to these new concerns. Much of this can be accomplished through ecosystem management, which is an approach to sustain the integrity, diversity and productivity of ecological systems while providing resource products, uses, values and services for present needs and for future generations. It is built around managing ecological systems rather than individual program parts while recognizing that humans and their social, economic and cultural needs are an integral part of ecosystems. Managing for healthy ecosystems will promote biological diversity directly benefiting wildlife habitat and water quality as well as maintaining sustainable development.

The process of ecosystem management in BLM is governed by the principles of restoring, maintaining, and sustaining ecosystems; maintaining landscape functions; increasing partnerships and cooperative management; improving scientific decision making; integrating data and data applications; utilizing interdisciplinary approaches; managing at various scales; and reconnecting portions of the landscape that have been managed separately in the past. Management processes do not address just ecological systems but also economic sustainability. Healthy ecosystems will produce more over a long period of time and contribute to the economic stability of the communities dependent on these ecosystems.

BLM developed a particular management approach for the forest lands in western Oregon and selected it as the preferred alternative in the draft resource management plans completed in August 1992. The principles used in development of this approach are:

- Considering BLM land in relation to their function as an important part of the whole regional system and its physical, biological and socio-economic qualities rather than in isolation.
- Considering a wide variety of species and their diversity rather than focusing on single species needs.
- Developing effective monitoring and analytical capabilities including use of advanced automation technology to support management that can be adaptive to changing conditions and new information.
- Planning for and investing in management to assure long-term sustainable ecosystems to meet the environmental and economic needs of generations far in the future.

Although the BLM feels confident that an ecosystem-based approach will be the best for long-term health and productivity of western Oregon forests, there is not yet a clear understanding of what the management needs and costs of the approach will be. It is known, however, that there will significant changes in resource management goals and practices in the future

Ecosystem management recognizes and emphasizes the interconnected and interdependent relationships of ecologic, economic and social needs and activities. Present BLM organizations and budget structures for western Oregon are based on a concept of distinct programs and disciplines.

Ecosystem management focuses on desired conditions and functions of ecosystems. Many of these desired conditions, although important, are not recognized in quantifiable market values and many will not be realized until many years after investments are made. Present management and budget structures for western Oregon programs focus on measurable and more immediate commodity and other output targets.

Ecosystem management recognizes that management activities are interdependent and all affect the ecosystem. Present management systems and structures for western Oregon activities were built with the assumption that activities can often be planned, budgeted and implemented independently.

The following subactivities are all program components of the ecosystem management approach:

Justification of Program and Performance

Activity: Western Oregon Resources Management Subactivity: Forest Management

Table VI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	29,210	-608	0	28,602	-608
FTE	583	-31	0	552	-31

❖Objectives❖

The major objectives of the forest management program in western Oregon are to:

- provide for forest ecosystem diversity and sustainability while producing a sustained yield of timber, contributing to community stability and meeting the national demand for forest products,
- through the implementation of ecosystem management provide for the continued health, productivity and integrity of natural systems in the forest ecosystem context;
- support the protection and management of habitat for the northern spotted owl and other threatened or endangered species, conduct and support research and studies to provide species protection,
- ensure that forest management projects are conducted in a manner that is both fiscally and environmentally responsible, through project plans that are consistent with the RMPs, applicable laws and regulations, and that monitoring of contract operations is conducted to ensure compliance with stipulations governing environmental protection and consistency with plans, safety regulations, and payment schedules; and,
- maintain the necessary complement of work-force diversity to sustain a high level of technical

and professional competence (procedural excellence) to provide a technically sound and legally defensible program actions.

❖1994 Program❖

The 1993 Enacted Funding Level for the western Oregon forest management program is \$29,210,000 and 583 FTE. Adjustments due to uncontrollable changes will result in a reduction of \$608,000 and 31 FTE from the 1993 Enacted level, providing a 1994 Budget Request of \$28,602,000 and 552 FTE.

Under the authority of the *Oregon and California (O&C) Grant Lands Act of 1937*, timber is offered for sale on the reverted O&C Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Lands. The O&C Act provides that these lands shall be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides recreational facilities, and contributes to local economic stability. Additionally under this program, timber is offered for sale from the intermingled Public Domain (P.D.) Lands (approximately 240,000 acres) which are managed generally in the same manner as the O&C and CBWR lands, but under the provisions of FLPMA.

The major work components of the forest management program are as follows:

Inventory and Resource Management Planning

This component includes forest resource inventory and silvicultural data collection for the preparation and maintenance of resource management plans, computation of allowable harvest levels, ecosystem classification, and data to support individual forest management plans and sale preparation work.

The O&C Act directs the Secretary to announce an Allowable Sale Quantity (ASQ) of timber to be offered annually, given reasonable prices in a normal market. This ASQ is normally calculated for a 10-year period, and then divided into 10 equal, annual timber offering level amounts. It is proposed in the new plans to allow for some flexibility (+/- percent) in the annual and decadal ASQ to allow for changes in technologies, information, species status etc. In 1994, the BLM will begin implementing new resource management plans (RMPs) which cover the approximately 2.1 million acres of commercial forest lands in western Oregon, 87 percent of the land administered by the BLM in western Oregon.

These plans will provide for the protection of older forest ecosystems, biological diversity and other resource management issues, and will be consistent with the recommendations of the Spotted Owl Recovery Plan.

Annual Timber Offering Levels

Operating under the timber management plans completed in the early 1980's, the ASQ would amount to 1,176 million board feet (MMBF), which was the potentially available volume calculated on a sustained yield basis. Under the preferred alternative of the new RMPs scheduled to be implemented in 1994, the ASQ will be 595 MMBF. This level comes as a result of efforts to reflect changing trends in resource values, incorporate recognition of the effects of other statutes provide for ecosystem diversity, and resource sustainability in response to efforts to protect the northern spotted owl and other threatened and endangered species.

During 1992 the Ninth Circuit Court of Appeals and the U.S. District Court in Oregon issued injunctions in connection with preserving habitat of the northern spotted owl. These injunctions have limited BLM's ability to offer timber for sale since February 1992. It is anticipated that very little volume will be offered until the new RMPs are implemented.

If the injunctions are lifted prior to the implementation of the new RMPs, BLM plans to offer the highest level of volume possible consistent with the consultations with the Fish and Wildlife Service (FWS) and the recovery plan for the northern spotted owl. This proposal is designed to minimize economic impacts on local communities and protect northern spotted owl populations, while still providing for a maximum number of management options for consideration in the development of the new RMPs.

Forest Management Planning

Under the resource management plans developed in the 1980's the focus was on the development of "timber sale plans" which emphasized the sale of timber and mitigation of on-site impacts at the stand level. With the implementation of an ecosystems management approach, the emphasis will be on maintaining diverse and sustainable ecosystems while still producing timber and other products at a landscape level. This will also require more interdisciplinary processes and more public involvement.

Forest management plans are essential to identifying opportunities and options to provide for ecosystem diversity and sustainability; physical and legal access requirements; cadastral survey needs, special road design and other considerations. The checkerboard land patterns, the steep ground which characterizes western Oregon forest lands, land use allocations that emphasize a variety of uses and resources, as well as the high level of public interest in the O&C programs, all contribute to the complexity of the planning process.

The forest management planning process begins with identification of potential sale areas 5 years

in advance of sale. Sale planning includes sale area reconnaissance, proposed road locations, defining easement and cadastral needs, mapping, analyzing harvest systems and pre-cruising to estimate potential sale volumes. These 5-year plans are normally updated annually. The process culminates in the development of annual forest management plans on which the forest industry bases its own plans for purchasing BLM timber.

Implementation of the new RMPs and an ecosystem based management approach requires changes to the traditional forest management program. The emphasis on ecosystem diversity and sustainability as identified in the new RMPs will require the use and development of new practices for timber sale planning, layout and harvest and increased research and monitoring. It is anticipated that this will change the traditional approach of measuring program costs from that of an MBF basis to one of addressing costs on a "per acre treated" basis.

This change in the concept of forest management may also result in increased costs to the BLM. An extensive effort is necessary in the planning process to determine the variety, distribution and relative abundance of various plants and animal communities in the ecosystem. Site specific surveys/inventories need to be performed to identify ecosystems present in the proposed sale area. New management and harvest prescriptions need to be developed and analyzed to meet the management goals for these ecosystems and various land use allocations. The primary objective of forest management plans will not always be timber production. Some plans will emphasize old growth, wildlife or other resource values, and timber will be a secondary output.

Forest Management Plan Preparation

The forest management plan preparation process starts with interdisciplinary teams identifying a sale area and determining the resource management objectives of the sale. They then gather and analyze the data describing the ecosystem, the variety and relative abundance of plant and animal communities that make up the ecosystem, and the effects of various harvest techniques on

the ecosystem. From this information sale boundary locations and harvest techniques will be determined. The analysis will also include determination of short and long term effects on the ecosystem outside the immediate area of harvest. To successfully accomplish sale planning in this way will require landscape level planning. No sale will be looked at as an individual unit but proposed and developed in the context of the ecosystem and landscape in which the proposed sale will take place.

Workload related to the development of these plans will be significantly greater than in the past. Monitoring and analysis related to maintaining ecosystem diversity and sustainability which include protection of the northern spotted owl, marbled murrelet, endangered fish runs, etc. have increased in complexity and scope. Approximately 2,200 – 3,000 spotted owl survey visits per year for timber sale preparation are now required under the spotted owl survey protocol. The silvicultural prescriptions and harvest techniques needed to meet the new management objectives will require new and more complex applications.

If the level of protests and appeals continues at the current rate, costs of deleting and redesigning sales will add additional costs to sale preparation efforts.

The environmental analysis process of timber sale preparation identifies site-specific and ecosystem impacts associated with the proposed harvest operations and prescribes mitigating measures. The silvicultural prescription, sale boundaries, road locations, harvest system, and log deck (landing) locations may be adjusted to attain the prescribed mitigation.

The process continues with sale layout by field crews physically posting and marking sale boundaries, wildlife and other "leave" trees, road locations, log skid trails, and other work areas needed for the harvest operation. Field crews then determine the sale volume and prepare a sale appraisal which determines the minimum bid for auction.

Timber sale layout will change significantly with the implementation of ecosystems based management. Size of harvest units could vary greatly and may contain a mosaic of islands reserving vegetation types or other ecosystem features. The harvest system could range from clearcut, shelterwood, single tree selection and group selection to a combination of these techniques. Individual tree marking and cruising is more labor intensive and thus more costly than clearcutting or other techniques.

Contract Administration

This work involves on-the-ground contract enforcement during the term of the timber sale contract. A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, BLM western Oregon timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historically, the purchaser has had 3 years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to current economic conditions and the requirement to encourage responsible bidding as required by the Federal Timber Contract Modification Act of 1984 (P.L. 98-478).

Inspection of the contract area is done to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is harvested. Aggressive contract administration minimizes the opportunity for timber trespass and unnecessary environmental degradation through contract violation.

Complex silvicultural systems require more effort for slash management during yarding operations. Burning prescriptions would have to consider not only fuel reduction, but retention of residual trees, down woody debris, plant groupings and visual qualities.

Implementation of the new forest management practices requires increased contract administration costs to assure compliance with complex stipulations. Additional monitoring and follow-up

efforts are also needed to determine the success/effectiveness of biodiversity enhancement efforts.

On-the-Shelf Volume

Under normal circumstances, it takes from 1½ to 3 years to prepare a timber sale for offering. At the start of a fiscal year, the majority of the planning work on the following year's sale plan should be essentially completed and the current year's volume should be "on the shelf" and ready for sale. This normal lead time no longer exists mostly due to the large number of timber sale protests and appeals, and the consultations with the FWS on the northern spotted owl, critical habitat and the marbled murrelet.

In addition, required spotted owl survey protocol requires annual monitoring for spotted owl locations. The determination of new owl locations often results in additional formal consultation or dropping of a proposed timber sale. As a result, on-the-shelf volumes that could be relied upon in the past no longer exist to cover gaps and short-falls in the planned BLM timber sale offerings. The court injunctions issued in 1992 have virtually halted all timber sale offerings.

Forest Management Plan Monitoring

Overall impacts of the forest management program are monitored to determine compliance with the RMPs, records of decision and individual environmental analysis. With the implementation of new management techniques and strategy that are part of the ecosystem management effort, the feedback from monitoring will be critical to making the adjustments necessary to meet BLM's objectives. Monitoring will improve the information base for future planning. Monitoring on an ecosystem and landscape level will also be much more complex than on a site specific basis.

Market Conditions and Timber Harvest

The BLM experienced a decrease (400 MMBF) in timber harvests from 1990 to 1991. During 1992, the harvest rate stabilized and showed an increase of 55 MMBF over 1991 at 599 MMBF.

The market conditions improved steadily during 1992 making it possible to harvest the timber which was purchased at high stumpage rates over the past two years. Stumpage rates of harvested timber on BLM timber sales last year were at near record levels of about \$300/thousand board feet (MBF).

The timber sold and available for harvest is continuing to be depleted and is now at a very low level. The harvest volume for 1993 is expected to be about 600 MMBF about the same as 1992. The average stumpage price for timber harvested during 1992 was \$302/MBF which resulted in increased revenues from past years. Volume offered for 1993 is estimated to be about 30 MMBF. At the current rate of harvest, the remaining volume will be entirely depleted by the end of 1993 unless the court injunctions are lifted.

❖Actions Directed to Northern Spotted Owl Protection❖

On June 22, 1990, the FWS, under the authority of the Endangered Species Act (ESA), announced its decision to list the northern spotted owl as a threatened species throughout its range in Oregon, California and Washington. This decision became effective on July 23, 1990. After that date, Federal actions (primarily timber sales) that may affect the northern spotted owl or its habitat, had to be submitted to the FWS for formal consultation.

In order to meet the requirements of the ESA regarding the listing of the northern spotted owl as a threatened species, all proposed timber sales are analyzed by the BLM in order to make a "may affect" determination. The proposed sales that were "may affect" are sent to the FWS for consultation.

52 of the 174 FY 1991 timber sales which were submitted for consultation on the northern spotted owl determined to be "jeopardy sales". The 52 sales contained 261 MMBF. After evaluation of these sales, it was determined that po-

rtions of the 13 sales (28 MMBF) could be offered after meeting reasonable and prudent alternatives for jeopardy.

Because of the severity of the impacts on 1991 and 1992 sale volume, on September 11, 1991, BLM submitted a request to the Secretary of the Interior for an exemption under the Endangered Species Act. This request included 44 of the 52 "jeopardy sales" from the 1991 sale plan containing a volume of 224 MMBF. The Secretary convened the Endangered Species Committee (ESC) to review BLM's request. On May 14, 1992, the ESC exempted 13 of the 44 timber sales to make 88 MMBF of timber available to economically depressed Coos and Douglas Counties. The ESC added an amendment in the form of mitigation that directs BLM to implement the owl recovery plan as soon as possible, that the recovery plan be the bases for the RMP, and that BLM submit its annual and decadal plans to the FWS as a whole and not on a sale by sales basis. The exemption sales are currently enjoined.

Recovery Plan Preparation

The new resource management plans were developed to be consistent with the recommendations of the recovery plan. The recovery plan was submitted to the Secretary of the Interior in December of 1992. With the change in Administrations, the decision on the recovery plan content has been deferred. Until the recovery plan is completed, the total program and cost impacts associated with the spotted owl will be uncertain.

Table VII Western Oregon Forest Management Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Inventory (000's)	80	30	30 ¹	0
Timber Mgmt Plans (#) ²	40	40	40	0
Sales Prepared (#)	118	150	134	-16
Timber Volume Prepared (MMBF)	413 ³	550 ⁴	395 ⁵	-155
Volume Offered/Sold (MMBF)	48 ⁶	30	N/A	N/A
Volume Harvested (MMBF)	600	600	0	-600
Total Volume Sold but Unharvested End-of-Year (MMBF)	682	0 ⁷	0	0
Special Forest Products	6,000	6,000	6,000	0

¹ Decrease results from completion of old growth and planning inventories for RMPs. Acres represent Operations Inventory/Timber Production Capability Classification records maintenance.

² Annual and 5 year sale plans.

³ 413 MMBF prepared before two court injunctions prevented sale. About 250 MMBF additional volume partially prepared.

⁴ This volume would be available for offering if the existing injunctions are lifted.

⁵ If sale volume that has been prepared but not offered in 1993 is not released from court injunction by January 1, 1993, BLM will begin to rework these sales to meet the requirements of the new RMPs. This allows BLM to gain lead time that has been lost the last 3 years due to protection efforts for the spotted owl. Volume will be ready upon RMP approval. Lead time required for: FWS consultation process, to acquire legal access, and to allow for changes in sale design when needed. This also reflects the increased costs of the implementation of ecosystems management.

⁶ Due to court injunctions this was all the timber that was sold.

⁷ By the end of 1993, there will be no volume remaining unharvested unless the court injunctions are lifted during 1993.

Justification of Program and Performance

Activity: Western Oregon Resources Management Subactivity: Reforestation and Forest Development

Table VIII Subactivity Summary (\$ 000s).

Subactivity		1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Reforestation and Forest Development	\$ FTE	27,817 400	-555 -14	0 0	27,258 386	-555 -14
COPE	\$ FTE	1,300 ---	0 ---	0 ---	1,300 ---	0 ---
<i>Total</i>	\$ FTE	29,113 400	-555 -14	0 0	28,562 386	-555 -14

❖Objectives❖

The major objectives of this program are to:

- provide for the continued health, productivity and integrity of natural systems through the implementation of forest ecosystem management;
- develop site specific and landscape level prescriptions utilizing silvicultural techniques which emphasize forest ecosystem diversity and sustainability;
- maintain up-to-date inventories of sites available for reforestation and forest development;
- prioritized sites for treatment based upon potential for success and return for investment;
- successfully reforest all harvested, burned or otherwise denuded forest land utilizing site preparation; tree planting, including genetic tree improvement; and plantation protection and maintenance; and

- implement intensive management practices including precommercial thinning and fertilization that supports ecosystem diversity and sustainability in compliance with approved plans.

❖1994 Program❖

The 1993 Enacted Funding Level for the western Oregon reforestation and forest development program is \$29,117,000 and 400 FTE. Included is \$1,300,000 for Coastal Oregon Productivity Enhancement (COPE). Adjustments due to uncontrollable changes will result in a reduction of \$555,000 and 14 FTE from the 1993 Enacted level, providing a 1994 Budget request of \$28,562,000 and 386 FTE.

New Concepts in Forest Development

With the proposed implementation of the new RMPs in 1994, a new era in forest management should be beginning for BLM in western Oregon. The new RMPs focus on ecosystem management which emphasizes managing forests to protect and enhance ecosystem functioning and ecosystem diversity. Wildlife; soil, water and air; recre-

ation and scenic management objectives have become a integral part of the development of silvicultural prescriptions.

Land classifications under the proposed RMPs are divided into four components. These are: (1) Old Growth Emphasis Areas (OGEA), (2) Connectivity Areas (CA), (3) General Forest Management Areas (GFMA), and (4) Special Management Areas (SMA). Old Growth Emphasis Areas which make up 26 percent of the total forest area, focus on maintaining old growth characteristics where they exist and accelerating old growth characteristic development in younger forests. Harvests when they are done, would be based on a 200 to 300 year rotation. Some forests products could also result from efforts to enhance or restore special values to the area. Connectivity Areas, which make up 8 percent of the total forest area, link OGEAs and adjacent lands including Forest Service old growth areas. These areas will provide some old growth habitat so animals requiring old growth can move across the landscape. Rotation age will be 120 to 150 years. General Forest Management Areas make up 41 percent of the total BLM forest area and would be managed for emphasis on timber production. The future cycle would be 80 to 120 years. All harvest activity is planned as a complimentary activity that can also provide ecosystem diversity and sustainability. Special Management Areas make 25 percent of the total BLM forest area. These include riparian areas, Research Natural Areas, Recreation sites etc. Commercial timber harvest is not planned in these areas.

Each component requires a different silvicultural treatment in order to reach management objectives. In the managed areas there is requirement to leave green trees and snags standing for wildlife purposes after harvest and to provide for down woody material on the forest floor. This number of leave trees and down woody material varies by component. Young stands of trees that are less than harvest size and new plantations also require treatments to enhance both timber production and wildlife objectives. These requirements will increase the costs of managing

the forest ecosystem. The end result of these investments will be improved wildlife habitat and riparian condition, and improved water and air quality, as well as an investment in future timber supply.

This program provides a critical link in the implementation of ecosystem management and the requirements of the new RMPs. This program provides for reforestation and other forest development practices that guide the development of timber sale plans, reforestation and stand management practices required to utilize the full productive potential of the forest lands in western Oregon. This productive potential is not just timber volume produced but wildlife, water quality, and recreational opportunities, etc. Reforestation and intensive management are necessary to ensure prompt forest regeneration, to mitigate impacts on other resources, and to ensure that the new forest will grow at rates projected in approved management plans. The relative degree of success of the applied practices and the resultant rate of growth are an integral part of the calculations of the Allowable Sale Quantity (ASQ). The success or failure of reforestation and intensive management practices have a direct correlation not only to the goals of good forest management and the principles of forest ecology, but also to receipt collections in the outyears because of the "investment nature" of the program.

Resource Management Plan Implementation

In 1994 BLM in western Oregon expects to begin to implement their new RMPs. This will require significant shifts in program emphasis and possibly increased costs for developing and applying new procedures. The new plans will also require significant increase in research and monitoring. The reforestation and forest development program will provide much of the technical expertise for the prescriptions that will create the desired stand structure and ecosystem characteristics. This will require development of prescriptions on about 7,000 acres a year in areas that are not part of the commercial forest base or have only

limited timber harvest. These areas will be managed for wildlife or other resource values, but will require density management to accelerate the development of old growth characteristics or other objectives.

Sustained Yield Requirements

In 1994 BLM in western Oregon should be operating under new and markedly different RMPs. They are the result of 5 years of analyzing some of the major forest management issues in western Oregon such as the spotted owl, old growth and ecosystems. The preferred alternative in these proposed RMPs would set an annual timber sale program level of 595 million board feet (MMBF). This level of harvest is considered sustainable only if the investments identified in the RMPs are made.

The activities required to support the decisions from the RMPs include:

- site surveys (inventories) to determine need for treatment and treatment effectiveness;
- preparing sites for planting;
- planting high quality, genetically superior seedlings, and planting back to a mix of species that reflects the natural level of diversity on the site;
- maintaining plantation survival and growth by protecting seedlings from damage by animals, drought, and heat, and by releasing seedlings from competing vegetation;
- improving the genetic quality of planting stock through seed orchard activities;
- precommercial thinning to improve plantation growth and promote a diversity of tree species and structure for wildlife goals;
- fertilization to improve tree growth rates;

- pruning to improve wood quality and increase value at the time of harvest;

- conversion of conifer sites from brush fields/hardwoods back to conifer production; and

- research support to evaluate the effectiveness of treatments in meeting ecosystem management objectives.

Requirements for effective reforestation vary according to individual harvest units. Actual needs start with inventory and usually require expenditures for site preparation. Site preparation techniques, including prescribed burning, are frequently required prior to the actual reforestation. The workload shown for site preparation includes output resulting from funding both from this subactivity and from timber contract expenses in the "Service Charges, Deposits, and Forfeitures" appropriation.

Investments in plantation maintenance or protection of newly planted seedlings include paper mulching around tree seedlings, protection from animal damage with vexar tubing or chemical repellents, and the removal of vegetation competing with tree seedlings either through the use of manual or mechanical means or herbicides.

Tree planting alone will not achieve the desired resource management results. Plantation maintenance is essential to the survival of seedlings and wildlife habitat improvement. In many cases, tree seedlings will not survive without added maintenance investments. Lack of maintenance can result in a loss the of previous investment in funds and efforts, as well as additional expenditures because site preparation and reforestation efforts may have to be repeated. Growth losses will also occur, resulting in reduced volume availability in future decadal ASQ calculations.

Land treatments, such as vegetation control of competing species, are sometimes necessary for planted seedlings to achieve desired growth. These treatments result in a greater quantity and quality of merchantable timber. In addition, the

BLM, through its tree improvement program, seeks to retain and maintain desired traits and improve the genetic traits of the trees in order to provide for faster growing, higher quality trees and disease resistant tree populations.

In August 1992 BLM and the Department of Interior signed a "Record of Decision" related to the Environmental Impact Statement (EIS) for vegetation management in western Oregon. The decision allows limited use of herbicides as part of an integrated program for controlling vegetation. The BLM has been under a court injunction that has prevented the use of herbicides since 1984. A Federal Court will review the EIS and determine if BLM has adequately addressed the issues that precipitated the injunction. Alternatives to herbicides are an integral part of the management approach in the new RMPs.

The "General Forest Management Areas" described in the proposed RMPs under the preferred alternative would consist of 913,000 acres that would be managed primarily for timber production with provisions to protect ecosystem values. The sustainability of the proposed ASQ of 595 MMBF is dependent on average annual treatments of prescribed fire on 10,000 acres, site preparation of 1,500 acres, release/precommercial thinning of 21,000 acres, fertilization of 23,000 acres, plantation maintenance of 23,000 acres, and stand conversion of 1,000 acres. In addition reforestation would take place on about 17,000 acres.

Forest development activities would also take place on the 206,000 acres of "Connectivity areas" and a limited amount of experimental work treatments would take place in the "Old Growth Emphasis Areas" of 576,000 acres.

These reforestation and forest development practices are required in order to meet the objectives of the proposed RMPs which include protection of the spotted owl, marbled murrelet, endangered fish runs and other ecosystem components as well as providing a sustained yield of timber. The annual mix of practices will vary due

to the necessity to capitalize on "biological windows" (i.e. the biologically best time to thin or fertilize). Significant growth loss could occur if the treatments are delayed as well as a loss of the initial investment. The proposed RMPs assume timely and effective treatments in order to produce the outputs identified.

Reforestation and Forest Development Program Components

The reforestation and forest development workload is accomplished principally through contracting specified treatment projects (i.e., slash burning, tree planting, and thinning) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. These contracts provide jobs and contracts in the local communities. The remaining 5 percent are done with BLM personnel, usually temporary employees. Types of work which involve permanent BLM personnel primarily include monitoring and research facilitation, environmental assessment, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

- *Inventory, Project Planning, Layout and Contract Preparation.* Includes all work involved in conducting pre- and post-treatment surveys to identify needs and evaluate treatments, and the preparation of land treatment contracts for advertisement and award.
- *Environmental Assessment.* Includes all work involved in preparing and reviewing environmental assessments relating to activities impacting the forest resource.
- *Contract Administration.* Includes all work associated with the administration and monitoring of land treatment, research and other support contracts such as genetic improvement.
- *Seed Orchard Operation.* Includes all work associated with the development, maintenance and operation of the Walter Horning, Charles Sprague, Provolt, and Tyrell seed orchards,

greenhouses and the progeny test plantations where genetically superior trees are grown for the purpose of determining which superior trees will be used for seed production.

- *Monitoring and Research Facilitation.* Includes all work associated with field studies and research facilitation to identify development needs and to monitor results of past actions.

- *Other Resource Support.* Includes all the work associated with providing support for projects related to enhancement of wildlife habitat, rare plant habitat, watershed improvement, riparian improvement etc.

Table IX Timber Harvest, 1977-1994.

Year	Harvest (MMBF)	Final Harvest Acres ¹	Reforestation (Acres)
1977	1,032	---	26,333
1978	1,061	---	32,890
1979	1,040	---	31,016
1980	929	---	26,917
1981	857	---	28,198
1982	320	---	20,192
1983	812	---	17,149
1984	1,039	21,075	17,463
1985	1,008	24,333	17,642
1986	1,204	27,630	23,587
1987	1,300	30,704	27,901
1988	1,642	38,284	24,584
1989	1,348	30,118	34,749
1990	944	20,429	38,905
1991	544	11,900	37,700
1992	600	13,000	26,000
1993 (est)	600	13,000	22,000
1994 (est)	0	0	8,000

¹ Data unavailable for 1977 through 1983.

Relationship of Timber Harvest Level to Reforestation Needs

The lag between timber harvesting and reforestation exists because of the need to produce the proper seedlings and to perform site preparation prior to actual planting of seedlings.

The table V illustrates the variable relationship of timber harvest levels to reforestation:

Reassessment of Reforestation and Forest Development Needs

With the expected implementation of the proposed RMPs in 1994, the backlog associated with the decadal plans for the 1980's is effectively eliminated. The new RMPs start with a new base level of treatments that are necessary to support the assumptions in the plan. BLM is assuming that a balance between timber harvest and reforestation and forest development work will be maintained under the new plans. If the balance is not maintained due to funding shortfalls or other factors, then a new backlog of treatments will begin to build.

Biological Diversity/Ecosystem Management

New skills such as forest ecologists are needed as well as new techniques for inventories and analysis at various scales such as bio-region and ecotype. The forest ecosystem habitat types need to be classified on BLM lands in western Oregon. This includes classification at the landscape level, watershed level, and stand level.

Managing for biodiversity and newly recognized product demands such as Pacific Yew place new and increased demands on the BLM's reforestation and forest development program. Implementation of biodiversity concepts requires redesign of surveys, increased inventory, additional expertise, more complex and time consuming prescriptions, and increased interdisciplinary coordination. These greater demands will result in increased costs and decreased base level capability for unit accomplishments.

Traditional forest development treatments have been directed at promoting conifer establishment and growth. Ecosystem management concepts involve a redesign of these treatments and the development of new techniques in order to meet the objectives of the new plans. Objectives in the new plans include encouraging the development of multi-layered forest canopies, creating or improving specific wildlife/fisheries habitats and watershed conditions. Examples include reestablishing conifers in riparian zones, promoting mixed conifer/hardwood stands, and creating snags for cavity dwelling species.

❖Coastal Oregon Productivity Project (COPE)❖

❖Objectives❖

- The objective of the COPE program is to develop methodologies and techniques for speeding up resource restoration, productivity enhancement and maintenance of the Coastal Oregon Forests.

❖1994 Program❖

A total of \$1,300,000 is included in the 1994 program for COPE research projects.

COPE is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range. According to the cooperative agreement, all of the funds allocated to COPE are transferred to the Forest Service Pacific Northwest Experiment Station who then provides payment to other cooperators.

In 1994, COPE will be its 8th year of activity. Seventeen studies of riparian zone management

and fourteen studies dealing with reforestation will be underway in the Fundamental portion of the COPE project in 1993. BLM is placing additional emphasis on research on accomplishment of reforestation with constraints on herbicides and fire, along with a new thrust in recreation research.

The Adaptive portion of COPE will continue in 1994 with seven riparian and four reforestation studies.

Justification of Program and Performance

Activity: Western Oregon Resources Management Subactivity: Other Forest Resources Management

Table X Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	10,760	-203	+1,200	11,757	+977
FTE	133	-5	+32	160	+27

This subactivity includes the program areas of rangeland management; recreation management; soil, water and air management; and wildlife habitat and fisheries management as conducted on BLM administered lands in western Oregon.

These programs are major components of the BLM's multiple-use approach to natural resource management and stewardship in western Oregon.

The 1993 enacted level for western Oregon Other Resources Management is \$10,760,000 and 133 FTE. Adjustments due to uncontrollable costs will subtract \$203,000 and 5 FTE from the 1993 Enacted level, providing a 1994 continuing program level of \$10,557,00 and 128 FTE.

Rangeland Management

❖ Objectives ❖

The major objectives of the western Oregon rangeland management program are to:

- provide for the continued health, productivity and integrity of natural systems through the implementation of ecosystem management concepts;

- maintain and improve vegetative conditions on grazed forest lands consistent with the maintenance of ecosystem diversity and sustainability;

- utilize available forage for livestock production; and

- accomplish vegetation-related resource management goals and objectives in western Oregon.

❖ 1994 Core Program Activity ❖

This program provides for grazing administration and rangeland management on Public Land in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage.

The 1994 core rangeland management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In five areas where there are large and well blocked lands, coordinated resource management plans (CRMPs) have been developed

and needed management improvement projects constructed. Monitoring will continue to be a priority in 1993, but increased emphasis will be placed on developing CRMPs emphasizing ecosystem diversity and sustainability. An additional 24 high priority areas are scheduled for CRMP development in the future.

Various projects on O&C lands, such as fences and water developments, are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. Livestock management projects also help to accomplish other vegetation related management objectives such as the protection and improvement of important wildlife habitat and the protection of threatened and endangered plants and animals.

Recreation Management

❖Objectives❖

The major objectives of the western Oregon recreation management program are to:

- implement BLM's *Recreation 2000, A Strategic Plan and Adventures in the Past*;
- ensure the continued availability of Public Land for a diversity of resources-dependent outdoor recreation and cultural opportunities while maintaining the commitment to managing the Public Land consistent with the O&C Act, FLPMA and the principles of ecosystem management;
- manage and monitor the basic natural, cultural and scenic resources found on the Public Land in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation and cultural opportunities and experiences;
- implement cultural resource site protection/stabilization measures to ensure preservation and management of archaeological and historical resources, such that they will continue to be available for recreational, cultural and scientific use as appropriate.
- protect and enhance Congressionally designated areas such as Wild and Scenic Rivers, Wilderness areas, trails etc;
- place a priority on providing a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis on-the-ground presence;
- expand and strengthen cooperative partnerships with Federal, State and local agencies and the private sector to enhance the outdoor recreation and cultural opportunities offered on and adjacent to the Public Land;
- ensure that recreation and cultural resource planning efforts will foster public awareness and encourage public participation. The BLM will cooperate in other Federal, State and local recreation and cultural planning efforts;
- determine and allocate recreation or cultural use as necessary through the use of the BLM planning system;
- issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;
- assure that recreational users assume their share of the cost of maintaining recreation facilities and protecting resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the Public Land;
- develop and maintain cooperative relationships with national, State and local tourism entities and assist them in promoting local tourism;

- utilize the *Back Country Byways* program to enhance opportunities for pleasure driving associated with the scenic, cultural and natural resources of western Oregon lands; and
- coordinate proposed activities on the Public Land with appropriate American Indian tribes to provide for protection of resources important to their cultural heritage.

❖1994 Core Program Activity❖

The western Oregon program is operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including providing recreation facilities, and the provisions of FLPMA which are applicable to all areas of the Public Land. As a result of the proximity of these lands to Oregon's Willamette Valley and coastal population centers, and to major interstate transportation corridors, BLM's western Oregon lands provide a unique diversity of recreation opportunities to a large number of visitors, and introduce unique pressures on the preservation of cultural and other natural values.

The western Oregon lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity and quality. The core program encompasses workload associated with 63 miles of rivers in the National Wild and Scenic River system; 65 miles of National Recreation, Scenic and Historic Trails; 83 developed recreation sites and 390 undeveloped sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring, hunting and fishing; 26 boat access sites; 180 miles of floatable rivers, 2,125 miles of fishing streams; and 16 special and 19 extensive recreation management areas; 5 cultural resource sites listed on the National Register of Historic Places; and 131 miles of designated *Back Country Byways*.

BLM has completed *Recreation 2000*, A Strategic Plan to guide its recreation program into the year 2000. This plan highlights where BLM intends to

concentrate its efforts in programs related to recreation. The primary purpose of the plan is to provide a clear statement of BLM recreation management policies and goals. The BLM Oregon State Office has prepared an *Oregon Recreation 2000* strategic plan to guide the implementation of the recreation management goals and policies within the State.

Back Country Byways is a program initiative under *Recreation 2000*. Designated *Back Country Byways* provide opportunities to enhance tourism, stimulate local economics and interpret forest management programs for visitors who are driving for pleasure on western Oregon lands. As part of BLM's *Recreation 2000*, the *Adventures in the Past* initiative promotes public visitation to interpreted cultural resources sites and provides opportunities for public participation in various facets of the cultural resources program (guided tours, assisting in field work, cataloguing artifacts, and monitoring sites).

Public demand for recreational use of western Oregon lands has increased from 2.1 million visits in 1982 to over 8 million in 1990. Use by 1993 is predicted to approach 8.4 million visits annually.

Within the ongoing program, BLM provides a wide range of recreation opportunities consistent with intensive forest management objectives including the management of Congressionally-designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon lands gives a basis to provide greater understanding and acceptance of intensive forest management programs. The focus is on providing recreation opportunities, visitor services/information and protection of high priority special recreation management areas such as designated Wild and Scenic Rivers, the Coos Bay Shorelands, New River, unique cultural sites, and major recreation sites such as Loon Lake, Hyatt Lake, Fisherman's Bend, Shotgun Creek, and Wildwood among others.

A major program shift from river planning to river plan implementation will occur in 1993

when all Omnibus Oregon Wild and Scenic Rivers Act management plans are completed. The implementation of four Omnibus Wild and Scenic Rivers Act management plans will involve a wide range of activities, including water quality/quantity monitoring, resource protection, permit administration and the provision of increased visitor services.

An important component of the program involves providing visitor management services, including on-the-ground management presence. The Base program also assists in funding BLM Rangers for western Oregon districts. These rangers add visibility for the BLM, as well as augment local law enforcement authorities who cannot provide a full time law enforcement presence or resource-trained personnel. The presence of BLM Rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to help assure visitor safety.

Many recreation opportunities are made available to the public through the issuance of special recreation permits. This is an essential function because of the accompanying monitoring and compliance activities which provide the BLM with the capability to control use and aid in the protection of resources. The public is also well served through the permitting of commercial operators because many people lack the proper equipment and/or "know-how" to utilize the available recreation opportunities and would not have the opportunity to experience them. Commercial recreation use and competitive events have an important economic implication to the local communities as they generate economic returns in proximity to the activities. This is particularly true with whitewater boating on the Rogue, Klamath, and North Umpqua rivers.

Issuance of permits also provides a direct monetary return to the Federal government. In last three years collections from an average of about 170 commercial permits in western Oregon averaged over \$125,000. In addition to the com-

mmercial permits, an average of about \$157,000 has been collected in recreation site fees during the same period.

Resource protection is also an important component of the Base program. This portion of the program is directed toward preventing degradation or damage to recreational and cultural resources from recreation oriented activities and natural erosion. This component includes project work needed to reduce erosion by directing use away from fragile soils, protecting/and stabilizing cultural sites, installing devices to prevent over-use of sensitive vegetative or wildlife areas, and landscape treatments. In addition, resource protection includes mitigation of adverse impacts to recreation and cultural resources from other land use activities by adding stipulations to leases and permits.

The core program also includes preservation and management of archeological and historical resources. It provides appropriate sites for natural history research, which provide data that aids in resource program planning, including forest management.

Coordination with Native American tribal organizations is another important part of the cultural resource management program. Several of the western Oregon tribal organizations have recently regained formal recognized status and are in the process of acquiring a land base, which may include some Public Lands. This tribal resurgence includes interest in natural resources relevant to cultural heritage concerns for both preservation and interpretation purposes. This cultural use of resources is a growing component of the program and is increasing the need for cooperation in the development and management of the Public Land in western Oregon.

Soil, Water and Air Management

❖Objectives❖

The objectives of the western Oregon soil, water and air management program are to:

- implement ecosystem management practices;
- implement the Oregon/Washington Riparian-Wetland Enhancement plan;
- support protection and rehabilitation of wetlands and riparian areas;
- provide land managers with baseline data on soils, including information on soil capabilities, suitabilities, behavior and use limitations;
- provide land managers with baseline data on water resources, including information on water quality, use and availability. Provide inventories, assessments and quantification of water sources for water rights filings to support the forest management and development, biodiversity, riparian/wetlands, fish and wildlife, and recreation programs. Comply with requirements imposed by State laws relative to water rights;
- provide land managers with information on air quality (smoke impacts, acid rain, visibility), climatology and meteorology;
- develop criteria and guidance to mitigate potential detrimental effects of forest management and development activities on soil productivity, water quality and quantity, and air quality;
- implement best management practices and watershed improvement projects to minimize nonpoint source pollution from BLM lands in western Oregon; and
- monitor water and air quality to determine effectiveness of mitigation measures in protecting water and air quality, and to ensure compliance

with Federal and State laws and regulations and the State nonpoint source management plan.

❖1994 Core Program Activity❖

The goals of this program are to fulfill provisions of the O&C Act which require management of O&C lands for permanent forest production, including protection of watersheds and regulation of stream flow. The program is also guided by E.O. 12088 which requires Federal compliance with Pollution Control Standards. The BLM is actively involved in Federal and State programs for smoke management, acid rain monitoring, and nonpoint source water quality problem identification and monitoring.

Benefits of the program accrue mainly to the resources and include:

- providing technical expertise, support and direction for accomplishment of the goals identified in the Oregon/Washington Riparian-Wetland Enhancement plan;
- maintaining long-term soil productivity to provide sustainability of ecosystems;
- providing essential information and technical expertise on soil/plant communities and hydrologic data for biodiversity;
- providing technical hydrologic expertise to support the Wilderness program and the Omnibus Wild and Scenic Rivers Act;
- ensuring future water supplies for resource management programs;
- ensuring that management activities are in compliance with relevant laws, regulations and approved management plans; and
- Maintaining site productivity through on-site water management and design of water control facilities such as adequate installation of bridges and culverts in order to protect the road system

while minimizing the impacts to the fisheries resources.

Goals and objectives of BLM's *Riparian-Wetland Initiative* for the 90's have been incorporated in Oregon's riparian-wetland management plan which has been revised to include western Oregon. The soil, water and air program will play a major role in supporting, coordinating and directing the riparian-wetland effort in western Oregon.

An other area of emphasis in 1994 will be on watershed monitoring to comply with Oregon's nonpoint source management plan. Monitoring is expected to increase as a result of completion of the decadal planning effort and the start of implementation of the watershed recommendations. Monitoring will be focused on implementation and effectiveness of best management practices approved in the resource management plans. Monitoring support will be required to implement completed Omnibus Oregon Wild and Scenic Rivers Act management plans. Watershed improvement projects will be directed at reducing levels of nonpoint source pollution from past management activities.

Efforts will continue to acquire State water rights which are critical for the forest prescribed burning and road construction programs.

Wildlife Habitat and Fisheries Management

❖Objectives❖

The objectives of the western Oregon wildlife habitat and fisheries management program are to:

- implement ecosystem management practices;
- improve anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future";

- comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered plant and animal (T/E) species, consult with the FWS when there is an initial determination that an action may affect any T/E species and to aid in the recovery of T/E species;

- manage habitat in order to maintain and improve rare or sensitive plant and animal species populations in order to reduce the need to list species under the ESA;

- comply with Executive Orders No. 11988 and No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat; and

- implement Oregon's *Fish and Wildlife 2000* plan and the Oregon/Washington Riparian Wetland Enhancement plan.

❖1994 Core Program Activity❖

The BLM manages nearly 2.4 million acres of land in western Oregon that is scattered from the Columbia River to the Siskiyou Mountains near the California border, and from the coastal estuaries to the upper elevations of the Cascades to the east. The majority of this land is covered with coniferous forest. The land provides habitat for over 600 species of wildlife, including 216 species of birds, 88 species of mammals and 40 species of amphibians and reptiles, and 15 major plant communities. In addition, BLM manages over 1,500 miles of some of the most productive anadromous fisheries in the west.

The BLM wildlife habitat and fisheries management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for plant, fish, and wildlife species and communities including T/E plant and animal species occurring on the Public Lands in western Oregon.

In recent years BLM's wildlife and fisheries program on the O&C lands has been largely driven

by intense public interest in the management of the Northern Spotted Owl, marbled murrelet and anadromous fisheries. The new proposed RMPs will move away from single species management into an ecosystem management approach. As a result more emphasis will be placed on improving habitat conditions for all species, conduct inventories, monitor populations and habitat for other wildlife, fisheries, and rare plant resources.

In 1988, a strategic plan for the BLM's wildlife habitat and fisheries program, *Fish and Wildlife 2000*, was completed. The plan describes goals and objectives for more efficient management of fish, wildlife and plant resources on Public Land, and also outlines the direction of the BLM's efforts between now and the year 2000. Under the program outlined for the future, program goals and objectives are identified for three major components: Wildlife Habitat Management, Fish Habitat Management, and T&E Species Habitat Management. The *Fish and Wildlife 2000* plan defines the program according to these manageable categories and also provides a focus for the entire program. The plan includes specific objectives related directly to western Oregon lands. BLM Oregon State Office completed its State level *Fish and Wildlife 2000* plan in 1991, which outlines specific objectives and actions to be taken within the State. Implementation of this plan is underway.

The benefits that are derived from the wildlife habitat and fisheries management program include providing habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the forest management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, and T/E species into various condition classes and needs.

Big Game

BLM lands provide habitat for Roosevelt Elk, Black-tailed Deer and the Black bear. Planned work efforts include habitat improvement projects such as planting desirable forage species into recently logged areas, implementing road closures in areas with agreements with the Oregon Department of Fish and Wildlife and Private landowners, and restoring abandoned roads by planting with desirable forage and cover species.

Nongame Migratory Birds

In 1992 the BLM, along with several other Federal and state agencies, and private conservation interests joined forces to begin implementation of *Partners In Flight*, a cooperative effort to improve and restore habitats for neotropical migratory bird species that breed in North America and migrate to Mexico and Central America to winter. The principle objective of the initiative is to ensure optimum populations and natural abundance and diversity of neotropical migratory birds on BLM administered lands in western Oregon.

Anadromous Fisheries

Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon. Coho salmon in lower Columbia River tributaries are being considered for listing as threatened or endangered by the national marine Fisheries Service. In addition, a 1991 report by the American Fisheries Society identified the following anadromous fish stocks that occur on BLM O&C lands as "at high risk of extinction": Coquille River spring chinook, South Umpqua River spring chinook, Rogue River fall chinook, Rogue River coho salmon, and Umpqua River chum salmon. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities.

One of the most valuable public resources under BLM management in western Oregon is over

1,530 miles of stream habitat for anadromous fish. BLM has been in the process of implementing its 5-year plan (A Five-year Comprehensive Anadromous Fish Habitat Enhancement Plan for Oregon Coastal Rivers) for enhancement of anadromous fisheries in Oregon coastal streams this includes over 350 miles of these have been targeted by BLM for habitat improvement projects. The plan identified the need to install over 10,000 new instream structures, construct 41 fish passages, place nearly 5,000 boulders to improve pool quality and quantity, and complete inventory on over 700 miles, monitoring, and management plan development.

In 1992 BLM completed 7 projects, modified 2 and inventoried 105 miles of fish habitat. Project work included 183 instream structures, and 5 fish passage projects. Since 1986 forty-nine of the original projects have been completed: including construction of nearly 2,301 instream structures, 193 rearing pools for juvenile fish, and 18 fish barrier modifications, and 42 off-channel resting areas which has opened up an additional 100 miles of stream habitat to spawning fish. This represents an implementation level of about 75-80 percent for the original plan and slightly over 30 percent of the more recent 1988 plan. The 1994 program includes funds for the continued implementation of this plan.

Special Status Species Habitat

BLM lands in western Oregon support 539 Special Status Species (Federally listed, proposed, candidates, and State listed or sensitive) plants and animals. The O&C lands are critical for the survival of 264 of these species. The majority of the species are plants (75 percent), followed by birds (9 percent), invertebrates (9 percent), mammals (4 percent), and fish (3 percent). Many species are isolated to small populations, or unique habitat types such as old growth forests, streams and springs, and wetlands, but several mammals and birds are wide-ranging over large areas of Coast Range, Siskiyou Mountains, western Cascades and portions of the interior valley. The majority of species are currently listed as Federal candidates

species, which means the potential exists for many to be listed by FWS as they process the huge backlog of species in this category.

In addition, the State of Oregon has its own Endangered Species Act which requires similar protection and management for state-listed species. Anticipated population growth and urban expansion in western Oregon, which is double the national average, and a growing tourism industry will undoubtedly compound the potential threats to species already on the verge of going extinct. In order to develop sound land-use plans and site-specific management plans, sound inventories are required. Without the capability to conduct baseline inventories, develop adequate management plans, and monitor impacts of both authorized and unauthorized uses for the majority of Special Status Species that occur on BLM lands in western Oregon it is likely that additional species will be listed in the future.

Emphasis on management of Special Status Species in western Oregon has focused almost exclusively on the Northern Spotted Owl. In addition to inventory and monitoring associated with consultation and maintenance of the 122 spotted owl management areas, BLM has also been actively involved in intensive monitoring on selected study areas and conducting research on habitat use, movements, and population analysis. In 1992 for example, BLM biologists sampled over 4,000 monitoring sites where over 1,300 owls were observed and approximately 400 were banded. In 1990, BLM established the Pacific Forest and Basin Rangeland Systems Cooperative Research and Technology Unit located at Oregon State University. The unit serves as the focal point for carrying out existing research on owls as well as initiating new studies on applied forest and rangeland ecosystem management.

The proposed RMPs address special status species (including the spotted owl, marbled murrelet, and endangered fish runs) and their habitat at the ecosystem level by maintaining and creating

habitat conditions that meet the requirements of all of these species.

BLM management action would be designed to protect federal listed or proposed threatened and endangered species. Proposed projects that might affect such species are reviewed with the FWS through consultation under the Endangered Species Act. Consistent with the policy identified in BLM's *Fish and Wildlife 2000* plan, habitats would be managed to maintain population of federal candidate species at a level that would avoid endangering the species. BLM actions would be similarly designed to protect state-listed and Bureau sensitive species. No management actions could occur that would be expected to lead to the listing of any species.

The spotted owl recovery plan was not final when the BLM's draft RMPs were developed. Elements of the Draft Recovery Plan, however, were included in the draft RMPs, including protective management of proposed designated conservation areas identified in the recovery plans.

Riparian Management

Riparian zones along several hundred miles of BLM managed streams in western Oregon are in need of improvement due to historic damage due to overgrazing and historic logging practices. Researchers now know that large woody debris (logs, and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to instream habitat quality needed for trout and salmon, particularly juveniles. Riparian restoration work is needed to accelerate habitat restoration through planting of conifer species along riparian zones that are currently dominated by hardwoods such as alder.

Wetlands Management

Wetland habitats in western Oregon support a wide diversity of plant and animal species unique to the region. For example, the Eight Dollar Mountain ACEC area near Medford supports unique wetland plant communities found only in

higher elevations, while the New River estuary and wetlands near Coos Bay provides habitat for 5 federally or state listed species of plants and animals. There are many other smaller wetland areas scattered throughout BLM lands in western Oregon that contain unique resource values. Additional inventories designed collect data on plant communities, monitor existing uses and develop or implement management plans are needed to effectively manage and protect these critical components of western Oregon ecosystems.

BLM in western Oregon would concentrate implementation in four broad areas; Inventory and Monitoring, Management, Information Dissemination and Coordination, and Research.

❖1994 Program Increase❖

Table XI 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	11,757	+1,200
FTE	160	+32

The 1994 Budget Request for the Other Forest Resource Management subactivity is \$11,757,000 and 160 FTE, a program increase of \$1,200,000 and 32 FTE. The increase consists of the following program changes:

Range Management: +\$100,000; (+3 FTE).

Increased funds are needed to develop integrated resource management plans that are required for implementing ecosystems management on the rangelands of western Oregon. Plans will be developed for the Klamath Canyon Special Recreation Area and Quality Management Area and Jenny Creek Quality Management Area. These areas have significant recreational, wildlife, riparian, and fisheries values.

Recreation Management: +\$400,000; (+12 FTE)

The increase will be used for visitor management, interpretative services, site management planning, and implementation for various projects in western Oregon, such as Yaquina Head, West Eugene Wetlands, Rogue, Sandy, and North Umpqua Wild and Scenic Rivers, and Coos Bay Shorelands. Some of the projects include implementation of the Wild and Scenic Rivers Plans that require the protection and enhancement of the rivers values, including anadromous fish, white water rafting, scenic values and others. Another project area is the Molalla River Recreation Corridor. The BLM acquired about 5,000 acres through an exchange along the Molalla River. This is a heavily used recreation area for the nearby Portland metropolitan area and is located 5 miles from Molalla, an economically depressed, timber dependent community. The additional funds are needed to develop a management plan and to provide for the health and safety of visitors.

Soil, Water, Air: +\$200,000; (+3 FTE)

For water quality management, monitoring, and initiation of watershed improvement projects to remedy existing nonpoint sources of pollution.

The additional funds will be used for 25 projects that include road closures, seedings, and repair of slide and erosion prone areas and 26 water monitoring stations.

Wildlife Habitat Management: +\$500,000; (+14 FTE)

The increase will be used for anadromous fish habitat improvement by beginning to implement the Five Year Comprehensive Fish habitat Enhancement Plan for Oregon Coastal Rivers. This plan includes 265 miles of stream and riparian inventory and 21 watershed enhancement/rehabilitation projects consisting of 125 instream structures, 1 barrier removal and 2 off channel developments.

Table XII Workload Accomplishments, O&C Range, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Coordinated Resource Management Plans	0	0	2	+2
Inventory (000's acres)	14	2	2	0
Allotments monitored	54	54	54	0
Leases Administered	126	126	126	0
Projects Developed	1	1	3	+2

Table XIII Workload Accomplishments, O&C Recreation, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
Inventory (000's acres)	20	20	20	0
Activity Plans (#)	14	20	20	0
Permits (#)	172	125	200	+75
Projects (#)	58	50	70	+20
Cultural Sites Mgmt (#)	4	4	10	+6

Table XIV Workload Accomplishments O&C Soil, Water and Air Management, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Inventory (000's acres)	4	0	0	+5
Soil Surveys (000's acres)	31	31	31	0
Water rights documentation (#)	68	50	50	0
Air monitoring (# stations)	4	4	4	0
Watershed monitoring (# stations)	115	100	125	+25
Watershed improvements (#)	7	11	25	+14

Table XV Workload Accomplishments, O&C Wildlife and Fisheries, 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Inventory (000's acres)	287	200	250	+50
Activity Plans (#)	4	25	25	0
Monitoring (# plans)	169	200	200	0
Development projects (#)	28	28	35	+7
Maintenance projects (#)	32	34	45	+9

Justification of Program and Performance

Activity: Western Oregon Resources Management Subactivity: Resource Management Planning

Table XVI Subactivity Summary (\$ 000s).

	1992 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	2,513	-42	-1,400	1,071	-1,442
FTE	62	-2	-35	25	-37

❖Objectives❖

The objectives of the western Oregon resource management planning program are to:

- develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the plan revision cycles;
- maintain existing land use plans and supporting inventories by incorporating available information from on going activities and projects such as habitat enhancement and timber sales, ongoing environmental analyses, and public input; and
- provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for resource management planning program is \$2,513,000 and 62 FTE. Adjustments due to uncontrollable changes will reduce \$42,000 and 2 FTE from the 1993 Enacted level providing a 1994 continuing program level of \$2,471,000 and 60 FTE.

Planning Process

Land use planning is required by FLPMA for all Public Land areas. The plans for western Oregon are also an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

The BLM's planning process involves nine discrete steps which include the following:

- ① Identify issues and concerns.
- ② Develop planning criteria.
- ③ Collect inventory data and information.
- ④ Analyze the management situation.
- ⑤ Formulate alternatives.
- ⑥ Estimate the effects of the alternatives.
- ⑦ Select preferred alternative (and publish draft RMP/EIS).

⑧ Respond to public comment, protests (and publish proposed RMP and final EIS and the record of decision).

⑨ Plan implementation, monitoring and evaluation.

BLM planning regulations and policies require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the district manager after receiving public input on planning issues. The process requires skills and expertise in forestry, botany, wildlife, biology, soil science, hydrology, geology, recreation management, landscape architecture, archaeology, public participation techniques, computer programming, and cartography. The district managers and involved area managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s), and the State Director must concur with the final plan decisions.

Proposed New RMPs

In 1994, BLM expects to begin to implement new resource management plans (RMPs) in western Oregon. The development of these plans began in 1986. These proposed new RMPs address the numerous major resource management issues such as old growth management, protection of spotted owls, biological diversity, threatened and endangered species management, allowable sale quantity levels, anadromous fisheries, water quality, wild and scenic rivers and others.

The complex issues associated with RMP development require the application of current technology not only to meet the planning schedule, but also to evaluate an enormous quantity of technical resources data, and to assist managers in the resource allocation process for the various alternative management scenarios involved. The listing if the northern spotted owl as a threatened and endangered species by the FWS generated the need to incorporate new data on the owl, its habitat, and the "old growth" ecosystem into the Western Oregon Digital Data Base (WODDB) and

resulted in additional costs in order to enable BLM to develop and analyze new planning alternatives in the draft RMPs.

With the expected implementation of the new RMPs in 1994, the program emphasis will shift from plan preparation and approval to plan monitoring and maintenance.

❖1994 Program Decrease❖

Table XVII 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes (+/-)
\$	1,071	-1,400
FTE	25	-35

The 1994 Budget Request is \$1,071,000 and 25 FTE, a program decrease of \$1,400,000 and 35 FTE. The decrease consists of the following changes:

The current schedule calls for completion of the 6 Final RMPs/EIS's late 1993 and the beginning of implementation 1994. The 1994 workload will shift from plan preparation to developing, approving, and publishing the Final RMPs and maintaining the viability of the plans for the 1990's through plan monitoring, incorporation of new data and any amendments to the RMPs. This will require significantly less funding than preparation. Consequently, the decrease of \$1,071,000 and 35 FTE is possible. The remaining funding level and FTE will be adequate to ensure ongoing plan monitoring and maintenance work.

Activity Summary

Activity: Western Oregon Information and Resources Data Systems

Table XVIII Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Data Systems Oper. and Management	2,242	-7	+200	2,435	+193
Resource Data Acquisition and Management	218	-3	0	215	-3
<i>Total</i>	<i>2,460</i>	<i>-10</i>	<i>+200</i>	<i>2,650</i>	<i>-190</i>

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems Subactivity: Data Systems Operation and Management

Table XIX Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	2,242	-7	+200	2,435	+193
FTE	12	0	+3	15	+3

❖Objective❖

The objective of the western Oregon data systems operation and management program is to:

- provide for the continued development and operation of an automated data information system in an effective and efficient manner to

support resource management programs in western Oregon.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the data systems operation and management program is \$2,242,000 and 12 FTE. Adjustments due to uncontrollable changes will reduce \$7,000 from

the 1993 Enacted level, providing a 1994 continuing program level \$2,235,000 and 12 FTE.

Many automated data bases are maintained in support of western Oregon resource management needs. These data bases relate directly to all aspects of forest ecosystem management including forest management, forest development wildlife habitat management, soil, water and air, and recreation management program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for BLM seed orchards, including progeny plantations, as well as for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. Inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sale values and changes in market conditions. The data also facilitate the monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting receipts and payments to the O&C counties under the O&C Act formula. The collection and retrieval of the data is funded from the forest management subactivity while the operation and maintenance of data systems is funded by this subactivity.

Wildlife, riparian, sensitive species, soils and other resource inventory and associated data are maintained and analyzed for trends in numbers and habitat condition.

Other work includes continued software development, user support, and data base management for tracking files to ensure data accuracy and general program support. Over 200,000 files are maintained to support the development of the resource management plans (RMPs).

Automated Data Processing (ADP) systems for western Oregon have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise will continue to be required, including technical expertise in the subject matter field — inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists in addition to the ADP technical expertise of programmers, computer specialists, and systems analysts.

WODDB

The Western Oregon Digital Data Base (WODDB) applications, which uses Geographic Information System (GIS) technology, enables field managers in western Oregon to do a much more effective job of managing the complex issues and programs on the 2.4 million acres of land in western Oregon. The 84 base map and resource data themes in the system provide the analytical tools needed to make complex resource management decisions.

The WODDB system has provided considerable assistance to the many special studies and analyses relating to the northern spotted owl. It is expected that the data base and system will continue to be used extensively, especially in support of the FWS in its development of the recovery plan for the northern spotted owl.

Additional major tasks to be accomplished in 1994 include:

- The WODDB data base will be complete in 1993; however, many of the support functions will still be required in 1994. Specific activities planned for 1994 include user support, data base management and administration, computer

operations, and software development/systems analysis.

- Updating WODDB data for use in operational forest management and other ongoing resource management activities and applications. Planned activities for 1994 include continuing the edit/update of WODDB, user support and training, conversion of existing automated programs to provide a user friendly integrated system, and data base management and administration.

- Developing strategies for future office automation, local area networks, and equipment and software upgrades. This will also include the capability required to support BLM application programs and statewide data communications network; provide continued support to the GIS effort, computer facility site preparation and management, hardware and software user support, technical information resource management support to the field offices, and application development training and assistance.

- Additional maintenance of system and the statewide data communications equipment. Additional maintenance is needed due to the increasing size of the data base and the amount of computer hardware/software that is necessary in order to meet the demands of the users.

- Additional support for implementing operational Automated Resource Data (ARD). Extensive training of program managers and/or additional personnel will be required to develop the skills necessary to direct the management of resource data in an automated environment.

❖1994 Program Increase❖

Table XX 1994 Program Change (\$000)

	1994 Budget Request	Program Changes (+/-)
\$	2,435	+200
FTE	15	+3

The 1994 Budget Request is \$2,435,000 and 15 FTE, a program increase of \$200,000 and 3 FTE. The increase consists of the following program change.

*Operational support of Geographic Information System (GIS):
+\$200,000 and 3 FTE.*

The increase is needed for GIS support for implementation of the western Oregon resource management plans. This includes updates of data and systems for on-the-ground site specific applications. In order to complete the RMPs the data base was frozen. Now the data must be updated for use in activity plans such as Designated Conservation Unit plans for the spotted owl, watershed plans, timber management plans etc. This updating will be continuous as new data and information are developed.

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems **Subactivity: Resource Data and Acquisition and Management**

Table XXI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	218	-3	0	215	-3
FTE	1	0	0	1	0

❖Objectives❖

The objectives of the western Oregon resource data acquisition and management program are to:

- improve resource management decisions by acquiring and automating resource base data to support ongoing efforts and future modernization of the automated systems;
- use geographic information technology in support of BLM's forest management and other forest resource programs;
- produce accurate mapping necessary for resource management; and
- process data using established remote sensing techniques in support of BLM field operations.

❖1994 Program❖

The 1993 Enacted Funding Level for the resource data acquisition and management program is \$218,000 and 1 FTE. Adjustments due to uncontrollable changes will reduce the level by \$3,000, providing a 1994 Budget Request of \$215,000 and 1 FTE.

Efforts in 1994 will continue to emphasize the revision and completion of the digital cartographic base themes which form the resource base data layer for other resource themes and data display through the use of GIS technology. Data acquisition, standardization, and management of this resource base data layer will be provided in support of land management activities in western Oregon.

Activity Summary

Activity: Western Oregon Facilities Maintenance

Table XXII Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
Facilities Maintenance	3,105	-49	0	3,056	-49
Transportation Sys- tems Maint.	4,351	-40	+5,000	9,311	+4,960
<i>Total</i>	<i>7,456</i>	<i>-89</i>	<i>+5,000</i>	<i>12,367</i>	<i>+4,911</i>

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance

Subactivity: Facilities Maintenance

Table XXIII Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	3,105	-49	0	3,056	-49
FTE	48	-2	0	46	-2

❖Objectives❖

The objectives of the western Oregon facilities maintenance program in western Oregon are to:

- support the president's initiative on infrastructure maintenance
- protect the capital investment in BLM-owned buildings, recreation sites and utility systems in western Oregon, and ensure safe, efficient, convenient and functional compatibility to the

general public and BLM personnel throughout the intended design life of the facilities.

❖1994 Program❖

The 1993 Enacted Funding Level for the western Oregon facilities maintenance program is \$3,105,000 and 48 FTE. Adjustments due to uncontrollable changes will result in a reduction of \$49,000 and 2 FTE, from the 1993 Enacted level providing for a 1994 Budget Request of \$3,056,000 and 46 FTE.

The types of facilities maintained by BLM in western Oregon vary widely from complex district office buildings to tree seed extractors and a greenhouse for seedling production. Facility units include 34 sites, 152 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems. The program also provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and

Table XXIV Miscellaneous Sites.

Type of Facility	Number	Size
Office Buildings	12	170,546 ft ²
Warehouses	20	56,583 ft ²
Materials storage buildings	42	60,543 ft ²
Quarters	12	12,000 ft ²
Fuel tanks	12	37,650 gal.
Radio/repeater buildings	5	4,027 ft ²
Special use tree seed orchard buildings	12	53,969 ft ²
Equipment and vehicle shop buildings	26	46,781 ft ²
Site/wareyards/grounds	37	1,767 acres
Water system	23	n/a
Utility buildings	11	1,569 ft ²
Sewer systems	11	n/a
Electrical systems	6	n/a

maintaining facilities on the 77 developed recreation complexes and 24 undeveloped sites in western Oregon.

Specific implementation strategies include the following:

- perform scheduled preventive maintenance and immediate emergency response to any breakdowns involving water and sewer systems to assure that public and employees health standards are maintained as required by law;

- perform annual inspection of all buildings, developed recreation sites and utility systems, and identify and establish schedules for needed repairs;

- perform scheduled preventive maintenance to buildings and recreation facilities to ensure their support of resource management programs;

- perform needed repairs on buildings and sites to bring them up to good condition; and

- operate and maintain developed recreation facilities to allow healthful and safe enjoyment and use of the site by the public.

All developed facilities are scheduled to receive preventative maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance are accomplished on an as needed basis.

The *Recreation 2000* initiative portion of the program primarily addresses the need to assure the health, safety and protection of users at the many recreation sites available in western Oregon.

All preventative maintenance required to maintain health and safety standards will be completed. Critical corrective maintenance on BLM owned office buildings and other facilities will also be done. The 1994 program will specifically focus on bringing the 13 western Oregon road equipment maintenance shops into compliance with Oregon State Water Control regulation which set limits on the levels of petroleum products in waste and on providing needed corrective maintenance at 7 aged facilities.

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance Subactivity: Transportation Systems Maintenance

Table XXV Subactivity Summary (\$ 000s).

		1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
BLM	\$ FTE	4,301 68	-40 -2	+5,000 0	9,261 66	+4,960 -2
Federal Highway Admin.	\$ FTE	50 0	0 0	0 0	50 0	0 0
Total	\$ FTE	4,351 68	-40 -2	+5,000 0	9,311 66	+4,960 -2

❖1994 Core Program Activity❖

❖Objectives❖

The objectives of the western Oregon transportation systems maintenance program (which is funded through a combination of direct appropriation and a permanent appropriation) are to:

- support the infrastructure maintenance in conjunction with the President's Investment in America's Growth initiative;
- maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for proper land and resource management;
- provide for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- provide safe access to forest lands for the forest industry, BLM personnel, and the general public.

The 1993 Enacted Funding Level for the western Oregon transportation systems maintenance subactivity is \$4,351,000 and 68 FTE. Adjustments due to uncontrollable changes result in a reduction of \$40,000 and 2 FTE from the 1993 Enacted level, providing a 1994 continuing program level of \$4,311,000 and 66 FTE

The western Oregon transportation system currently being maintained by the BLM consists of 18,500 miles of road (which include 131 miles of *Back Country Byways*), 150 miles of trails, and 2 airstrips, along with related appurtenances such as 382 bridges, retaining walls, and subsurface drainage systems. Of the total mileage, 7,100 miles are maintained by funds from the permanent appropriation of road maintenance fees which are collected from commercial users. These are called "fee roads." The remaining 11,400 miles of road, trails, and the airstrips are maintained from the appropriated funds in this subactivity. This is commonly referred to as the "non-fee" system.

The 1994 program supports the infrastructure maintenance initiative, and also supports the BLM's *Recreation 2000* initiative. BLM will continue to work to reduce the backlog of road rehabilitation work and to increase the maintenance program capability in order to improve the condition of these facilities.

The non-fee road system maintenance requirements have increased almost two-fold in the past 12 years. To compound the problem, road maintenance fee collections from commercial users have declined significantly in recent years and are expected to continue on this downward trend in the coming years. The decreasing fee revenue is due to a reduced supply of private timber hauled on BLM roads, and an anticipated reduced harvest of timber due to the requirement to protect the spotted owl and its habitat. This will result in a continuing increase in the non-fee road mileage which needs to be maintained from the current annual appropriated funds.

The western Oregon road system is in need of considerable maintenance in order to accommodate increasing public use, particularly for recreational purposes, and to provide management access for fire protection and intensive forest management. A 1986 report revealed a seriously deteriorated non-fee road system which had 8,200 miles of road, 34 miles of trail, 62 bridges and one airstrip in need of restoration or heavy corrective maintenance. This was due largely to the lack of proper maintenance in past years.

BLM's Western Oregon road maintenance schedule calls for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road, and for maintenance of those parts of the secondary system that receive higher than normal use or have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all of the bridges and structures that are an integral part of the road system.

Maintenance of the road system is performed primarily by BLM crews. BLM employs heavy equipment operators skilled in road maintenance

work and transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities. Contracts are issued for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

The primary focus of our 1994 road maintenance accomplishments will be on those high priority roads and trails that are essential to public safety and to insure access necessary to carry out essential intensive forest management work on the BLM administered lands in western Oregon. It is proposed that the western Oregon road maintenance program 1993 appropriation be augmented by \$9,393,000 of Economic Stimulus funds from the proposed supplemental for road maintenance. This additional funding will be used to repair bridges, replace culverts, purchase aggregate, and repair roads.

Commercial users of the BLM roads are assessed a road maintenance fee. Funds collected from road maintenance fees each year become a part of the total funds available to the BLM for road maintenance through a permanent appropriation.

❖ 1994 Program Increase ❖

Table XXVI 1994 Program Change (\$ 000s).

	1994 Budget Request	Program Changes
\$	9,311	+5,000
FTE	66	0

The 1994 Budget Request is \$9,311,000 and 66 FTE, including a program increase of \$5,000,000.

The increase consists of the following program changes:

- *Reduction of corrective maintenance backlog:*

The increase of \$5,000,000 is part of the President's initiative in *Natural Resource Protection and Environmental Infrastructure*. The increase will allow the BLM to perform 1,000 miles of additional road maintenance as well as maintain an additional 90 bridges over the levels that could be accomplished at the 1993 Enacted to Date funding and the continuing 1994 program level without the increase.

The increase will include funds for culvert replacement, bridge repair, aggregate purchase, chip-seal and general maintenance to prevent loss of investment. This increase will provide economic stimulus to local communities and also reduce sedimentation that adversely affects water quality and fish runs.

In 1994, the amount estimated to be available from the permanent appropriation is \$2.0 million, which is \$1,500,000 less than the 1992 actual collections about \$1,000,000 less than the 1993 level. This level of collections will not sustain the level of maintenance required for the fee part of the system.

❖ Federal Highway Administration ❖

The 1994 program level is \$50,000. This level of funding, which is transferred to FHWA, provides for bridge inspections and load rating determinations by the FHWA for bridges on BLM-administered roads. An estimated 180 bridges will be inspected. On occasion, FHWA also provides rock aggregate to the BLM for use in road maintenance. The funds for this work are transferred from BLM to FHWA each year as the work is required.

Table XXVII Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Change From 1993 (+/-)
Road maintenance (miles)	4,400	4,900	5,900	1,000
Trail maintenance (miles)	70	70	70	0
Bridge maintenance (#)	50	60	150	90

Activity Summary

Activity: Western Oregon Construction and Acquisition

Table XXVIII Activity Summary (\$ 000s).

Subactivity	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Construction	584	-3	+5,000	5,581	+4,997
Acquisition	315	+2	0	317	+2
<i>Total</i>	<i>899</i>	<i>-1</i>	<i>+5,000</i>	<i>5,898</i>	<i>+4,999</i>

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition

Subactivity: Construction

Table XXIX Subactivity Summary (\$ 000s).

	1992 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	584	-3	+5,000	5,581	+4,997
FTE	4	0	0	4	0

❖Objectives❖

The objectives of the western Oregon construction program are as follows:

- continue to support the BLM's *Recreation 2000* initiative;
- construct those buildings necessary to support resource management programs, and replace deteriorating and inefficient facilities. Some specific projects which have been constructed in the past include tree seed orchard buildings,

timber sale road maintenance shops and district office complexes;

- develop recreation facilities on western Oregon lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand; and
- provide a safe and efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, airstrips, and related appurtenances such as bridges and signs.

❖1994 Core Program Activity❖

The 1993 Enacted Funding Level for the western Oregon construction subactivity is \$584,000 and 4 FTE. Adjustments due to uncontrollable changes result in a reduction of \$3,000 from the 1993 Enacted level providing a 1994 continuing program of \$581,000 and 4 FTE.

This funding level supports the western Oregon management program by providing transportation planning, signing, and survey and design work for access roads and other facilities which support the infrastructure maintenance and the BLM's *Recreation 2000* initiatives, and the completion of construction and improvements at two projects initiated in prior years.

Specifically, the program provides for:

- developing and maintaining transportation plans,
- designing access roads to areas for general resource management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for stand improvement of second-growth timber, for commercial thinning, or to allow utilization of marginal value timber.
- designing access roads to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.
- completion of the construction activity at the Dean Creek Elk Viewing Area (*A Fish and Wildlife 2000* and *Recreation 2000* supporting project).

- completion of construction of the Susan Creek Recreation Area Improvement Project (supports the *Recreation 2000* initiative).

❖1994 Program Increase❖

Table XXX 1994 Program Change (\$000)

	1994 Budget Request	Program Changes (+/-)
\$	5,581	+4,997
FTE	4	0

The 1994 Budget Request is \$5,581,000 and 4 FTE a program increase of \$5,000,000. The program increase will be used for the following items:

Reconstruction of Galice/Helgate Road: +\$3,500,000

The increase will go toward improving safety and reducing resource damage from erosion on about 12 miles of the Galice/Helgate Road. This road is a *Back Country Byway* and is the primary access to the Rogue Wild and Scenic River and receives significant recreational and commercial traffic. The road currently is only one lane in several locations and has many hazardous curves, and limited guardrails. The construction will include road widening, guardrail placement, realignment of dangerous curves, and bridge repair and replacement.

Bridge replacement: +\$1,500,000

For replacement and repair of 6 bridges that do not meet Federal Highway safety standards. These bridges include 2 bridges on the Nestucca River Road (Back Country Byway) and 2 on the Valley of the Giants Road both roads receive significant recreational and commercial traffic as well as providing access of fire control.

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition Subactivity: Acquisition

Table XXXI Subactivity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	315	+2	0	317	+2
FTE	6	0	0	6	0

❖Objectives❖

The objectives of the western Oregon acquisition program are to:

- obtain and maintain legal access to western Oregon lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as reforestation, thinning, and fertilization; various other silvicultural activities; and other resource program management activities; and
- obtain and maintain necessary legal access for the general public, such as access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

❖1994 Program❖

The 1993 Enacted Funding Level for the western Oregon acquisition subactivity is \$315,000 and 6 FTE. Adjustments due to uncontrollable changes will result in a addition of \$2,000, providing a 1994 Budget Request of \$317,000 and 6 FTE.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement.

Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of 2 years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The primary benefits of the access acquisition include:

- providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate;
- guaranteed access to all qualified bidders results in increased bid prices. In any given year, the cost of acquiring easements to guarantee access for all potential bidders only results in an average increase of 40 cents per MBF in the appraised timber sale price. The increased revenue produced greatly exceeds the cost of the entire access acquisition program. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices; and
- providing continuous legal access to the public for full use and enjoyment of the BLM

managed lands in western Oregon (*Recreation 2000*).

It is estimated that 200,000 acres of Public Land administered by the BLM in western Oregon are unavailable for timber harvest or recreation use due to the lack of legal access. The current situation with the protection of the northern spotted owl and the increasing demand for recreation use will undoubtedly result in increased access needs.

Much of the property over which BLM is acquiring easements has been subdivided, and due to the increase in number of landowners to cross, the number of easements to be acquired over the same land area is increasing.

The 1994 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. The workload associated with the units of accomplishment is increasing on an annual basis as a result of the number of landowners that must be crossed due to the increased amount of subdividing and the need to access small isolated parcels of timberland. A smaller acreage of public land is being provided access with the same number of easements.

In late 1990, the Office of the Inspector General (OIG) completed an audit on the BLM's forestry operations in western Oregon. Part of this report focused on the issue of easement acquisitions. The report concluded that: "The Bureau needs to assign priority to acquiring access to both the harvestable timber and the 132,000 acres of timberlands that need to be managed for future sales." The OIG report estimated that these acres would be able to generate \$1.8 billion in revenues over the forest's life cycle. In response to the OIG report, efforts are increasing to meet the requirements for access to remote or small tracts of timber.

The efforts to protect the northern spotted owl and its habitat, have considerable spinoff impacts to the access acquisition program. The constantly changing timber sale program has resulted in numerous false starts and the resultant loss of considerable lead time which is required to negotiate access. The inability to harvest volume in old growth areas will result in an increased need for access to timber from scattered parcels of lower productive lands. These lands are generally at lower elevations and are surrounded by more private owners, thereby requiring more easements. However, the uncertainties affecting the entire western Oregon management program make identification and planning of additional needs extremely difficult.

Table XXXII Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted To Date	1994 Budget Request	Changes From 1993 (+/-)
Easements acquired (#)	32	32	32	0

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Oregon and California Grant Lands

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		36,695		(504)				36,191
11.3 Other than full-time permanent.....		5,751		(79)				5,672
11.5 Other personnel compensation.....		1,622		(22)				1,600
11.8 Special personal services payments.....		80						80
11.9 Total personnel compensation.....	1,317	44,148	(56)	(605)	0	0	1,261	43,543
Other Objects:								
12.1 Civilian personnel benefits.....		8,303		197				8,500
21.0 Travel and transportation of persons.....		1,000						1,000
22.0 Transportation of things.....		3,400						3,400
23.2 Rental payments to others.....		200						200
23.3 Communications, utilities, and miscellaneous charges.....		1,000						1,000
24.0 Printing and reproduction.....		150						150
25.2 Other services.....		16,089		(1,000)		8,500		23,589
26.0 Supplies and materials.....		5,300		(100)		1,000		6,200
31.0 Equipment.....		2,300				500		2,800
32.0 Lands and structures.....		500						500
42.0 Insurance claims and indemnities.....		25						25
Total Requirements	1,317	82,415	(56)	(1,508)	0	10,000	1,261	90,907

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code: 14-1116-0-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.01 Western Oregon resources management.....	79,818	80,315	69,992
00.02 Western Oregon information and resource data systems.....	2,502	2,615	2,650
00.03 Western Oregon facilities maintenance.....	6,384	7,745	7,367
00.04 Western Oregon construction and acquisition.....	3,179	1,001	5,898
10.00 Total obligations.....	91,883	91,676	85,907
Financing:			
17.00 Recovery of prior year obligations.....	(3,311)	---	---
21.40 Unobligated balance available, start of year.....	(8,696)	(9,261)	---
24.40 Unobligated balance available, end of year.....	9,261	---	---
39.00 Budget authority	89,137	82,415	85,907
Budget Authority			
40.00 Appropriation.....	89,137	83,122	85,907
40.75 Reduction pursuant to P.L. 102-381.....	---	(707)	---
43.00 Appropriation (total).....	89,137	82,415	85,907
Relation of obligations to outlays:			
71.00 Total obligations.....	91,882	91,676	85,907
72.40 Obligated balance, start of year.....	21,827	20,600	21,428
74.40 Obligated balance, end of year.....	(20,600)	(21,428)	(22,336)
78.00 Adjustments in unexpired accounts.....	(3,311)	---	---
90.00 Outlays.....	89,798	90,848	84,999

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code: 14-1116-0-1-302		1992 actual	1993 enacted	1994 estimate
BUREAU OF LAND MANAGEMENT				
Personnel compensation:				
11.1	Full-time permanent.....	36,044	37,452	36,191
11.3	Other than full-time permanent.....	5,654	5,870	5,672
11.5	Other personnel compensation.....	1,610	1,650	1,600
11.8	Special personal services payments.....	70	90	80
11.9	Total personnel compensation.....	43,378	45,062	43,543
12.1	Civilian personnel benefits.....	8,084	8,488	8,500
21.0	Travel and transportation of persons.....	1,244	1,239	1,000
22.0	Transportation of things.....	3,155	3,400	3,400
23.2	Rental payments to others.....	164	200	200
23.3	Communications, utilities, and miscellaneous charges.....	1,025	1,050	1,000
24.0	Printing and reproduction.....	510	140	150
25.2	Other services.....	22,571	22,372	18,589
26.0	Supplies and materials.....	6,744	6,100	6,200
31.0	Equipment.....	4,009	3,100	2,800
32.0	Land and structures.....	887	500	500
42.0	Insurance claims and indemnities.....	22	25	25
99.0	Subtotal, Bureau of Land Management.....	91,793	91,676	85,907

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

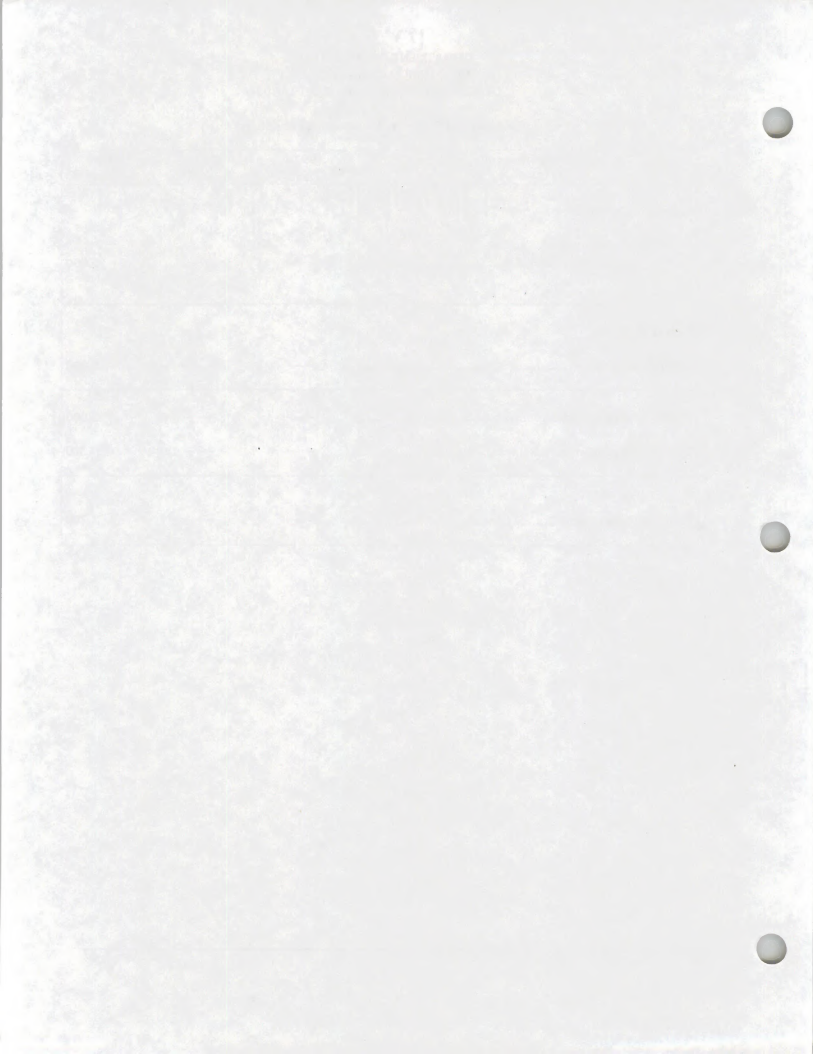
Identification code: 14-1116-0-1-302		1992 actual	1993 enacted	1994 estimate
FEDERAL HIGHWAY ADMINISTRATION				
Personnel compensation:				
11.1 Full-time permanent.....		29	---	---
12.1 Civilian personnel benefits.....		6	---	---
21.0 Travel and transportation of persons.....		10	---	---
22.0 Transportation of things.....		4	---	---
25.2 Other services.....		36	---	---
26.0 Supplies and materials.....		5	---	---
99.0 Subtotal, Federal Highway Administration.....		90	---	---
99.9 Total obligations.....		91,883	91,676	85,907

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code: 14-1116-0-1-302	1992 actual	1993 enacted	1994 estimate
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	1,304	1,317	1,261
Full-time equivalent of overtime and holiday hours.....	23	35	35
FEDERAL HIGHWAY ADMINISTRATION			
Total compensable workyears:			
Full-time equivalent employment.....	1	---	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Investment Package
Program and Financing (in thousands of dollars)

Identification code: 14-1116-7-1-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
10.00 Total obligations (object class 25.0).....	---	---	5,000
Budget Authority			
40.00 Appropriation	---	---	5,000
71.00 Total obligations	---	---	5,000
74.40 Obligated balance, end of year	---	---	(1,300)
90.00 Outlays (net)	---	---	3,700



Appropriation: Range Improvements (Current, Mandatory, Indefinite)

Appropriation Language Sheet

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than [\$10,747,000] \$10,025,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; P.L. 102-381, Department of the Interior and Related Agencies Appropriations Act, 1993.)

Appropriation Language Citations

① For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to §401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.)

43 U.S.C. 1751
43 U.S.C. 1901

Section 401 of FLPMA (43 U.S.C. 1751) as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on Public Land under the Taylor Grazing Act (43 U.S.C. 315) and the Act of August 28, 1937 (43 U.S.C. 1181d) shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including but not limited to, seeding and reseedling, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

② and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,

7 U.S.C. 1010
E.O. 10046; 10175; 10234;
10322; 10787; 10890,
30 U.S.C. 355

7 U.S.C. 1010 (the Bankhead-Jones Farm Tenant Act of 1937) provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, conducting reforestation, preserving natural resources, pro-

tecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the Public Land, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that land under the jurisdiction of the Secretary of Agriculture under the provision of §32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands of 1947 shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease. The intention is that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

③ but not less than \$10,747,000] \$10,025,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

The Annual Department of the Interior and Related Agencies Appropriations Acts provide that a minimum amount is appropriated, but the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation. Under the provisions of the Balanced Budget and Emergency Deficit Control Act of 1985 and the Budget Enforcement Act of 1990, this account is classified as a current, mandatory account.

Summary of Requirements
(dollars in thousands)

Appropriation: Range Improvements

	FTE	Amount
President's Budget, 1993	97	10,747
Summary of Uncontrollable and Related Changes*	(3)	(722)
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	94	10,025

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program		1994		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Improvements to Public Lands	99	9,141	91	9,047	(3)	(722)	0	0	88	8,325	-3	-722
Farm Tenant Lands	6	946	6	1,100	0	0	0	0	6	1,100	0	0
Administrative Expenses	0	600	0	600	0	0	0	0	0	600	0	0
TOTAL APPROPRIATION	105	10,687	97	10,747	(3)	(722)	0	0	94	10,025	(3)	(722)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Range Improvements

Table I Subactivity Summary (\$ 000s).

Subactivity		1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes from 1993 (+/-)
Public Land	\$	9,047	-722	0	8,325	-722
	FTE	91	-3	0	88	-3
Farm Tenant Act (L.U.) Land	\$	1,100	0	0	1,100	0
	FTE	6	0	0	6	0
Administrative Expenses	\$	600	0	0	600	0
	FTE	0	0	0	0	0
Total Requirements	\$	10,747	-722	0	10,025	-722
	FTE	97	-3	0	94	-3

The following narrative covers all 3 subactivities. This is due to the fact that except for the status of the land involved, there is no difference in the program and performance conducted under each activity.

❖Authorizations❖

The *Federal Land Policy and Management Act of 1976, as amended*, (FLPMA), (43 U.S.C. 1751) provides that 50 percent of grazing fees are authorized to be appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs.

The *Mineral Leasing Act for Acquired Lands of 1947* (30 U.S.C. 355) provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other

receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands . . ."

The *Taylor Grazing Act of 1934, as amended*, (43 U.S.C. 315) provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

The *Public Rangelands Improvement Act of 1978* (43 U.S.C. 1901-1905) provides for improving the condition of the public rangelands and provides authorization for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

The *Farm Tenant Act of 1937* ("Bankhead-Jones Act") (7 U.S.C. 1010, 1012-1013A) provides for

management of acquired farm tenant lands and construction and maintenance of range improvements.

Executive Order No. 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. It also provides that the fee shall not be less than \$1.35 per animal unit month.

❖Objectives❖

The objectives of this program are to improve the productivity of public rangeland ecosystems for resultant benefits to livestock, wildlife, riparian, and watershed protection through the following activities:

- Planning, constructing and developing physical improvements specifically called for in resource activity plans for protection or improvement of rangeland conditions;
- Initiating on-the-ground improvements recommended in new activity plans and giving priority to allotments with riparian areas not meeting management objectives; and
- Planning, constructing and developing projects to prevent resource damage or relieve conflicts in resource use, and to modify, remove, or make additions to projects where resource conditions or new information indicates this is needed.

❖1994 Program❖

The 1993 Enacted funding level for Range Improvements is \$10,747,000 and 97 FTE. For 1994, adjustments as a result of uncontrollable changes will subtract \$722,000 and 3 FTE from the 1993 enacted level, providing a 1994 Budget Request of \$10,025,000 and 94 FTE.

This uncontrollable change is a result of reduced livestock grazing revenue projections during 1993 resulting from reduced grazing fees for part of 1993. The 1994 appropriation is 50 percent of the applicable grazing fees plus designated

amounts from other revenue from the Bankhead-Jones Farm Tenant Act Lands under BLM jurisdiction

Section 401 of the FLPMA directs that one-half of the Range Improvements appropriation (referred to as range betterment funds) be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current BLM policy provides that all funds will be distributed for use to the districts in the same proportion as grazing receipts are generated within these districts.

The 1993 Interior Appropriations Act directed that all project planning costs for range improvements be funded within the Rangeland Management subactivity. The 1994 program assumes that this policy will be continued.

1994 Program Activity

Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, watershed and vegetative condition of the Nation's rangelands.

The range improvements program stresses the management of rangeland resources on an ecosystem basis. This type of management considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions. An ecosystem management approach provides the opportunity to enhance biological diversity. Management approaches that enhance the protection or maintenance of biological diversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social values and economic products derived from these natural communities.

The results of land use planning and resource activity planning provide the basis for determining needed improvements. Activity plans include an analysis of the costs and benefits of improvements and identify appropriate schedules for construction/development. Riparian area needs, if not identified in activity planning, are incorporated into the priority ranking of projects as well.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds to, or directly funding, improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance of range improvement structures. The individual, group, or association deriving the primary benefit(s) from a structural improvement are responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the Rangeland Management program in the "Management of Lands and Resources" (MLR) appropriation. As a result, a greater proportion of the Range Improvements appropriation is used for development of on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1994 program will provide for the construction of 725 structural developments, and land or

vegetative treatments on approximately 90,000 acres. Planned acreages of vegetative treatments are affected by weather conditions which result in annual fluctuations in accomplishments. The acreage of treatment through prescribed burning may be severely restricted when burning conditions are too wet or dry at the scheduled time of the year.

The range improvements program is part of a coordinated ecosystem management effort to improve the condition of riparian areas. The 1994 program provides \$900,000 of improvement work specifically in support of riparian-wetland management (7.5 percent of the total BLM effort). On-the-ground type project type work is accomplished.

Noxious weed infestations pose health hazards to grazing animals and threaten the productivity of rangelands and adjacent agricultural lands and occur on many Public Land areas throughout the western United States. Many infestations are rapidly expanding and if not treated threaten the productivity of rangelands. Cooperative weed control efforts have been established among BLM and other Federal, State, and county agencies. The 1994 program provides for control on about 6,000 acres (120 sites). To more accurately reflect workload accomplishments, the data on the workload accomplishments table has been modified from prior years to show the acres of weeds treated in place of the number of sites treated.

The appropriation language provides that not to exceed \$600,000 from this appropriation may be used for administrative expenses by BLM.

Table II Workload Accomplishments 1992, 1993, 1994.

Workload Measure	1992 Actual	1993 Enacted to Date	1994 Budget Request	Change from 1993 (+/-)
Structural Developments	800	800	725	-75
Land/vegetation treatments (acres)	60,000	110,000	90,000	-20,000
Weed Control (Acres)	5,000	6,000	6,000	0

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Range Improvements

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		2,853		(63)				2,790
11.3 Other than full-time permanent.....		251		(6)				245
11.5 Other personnel compensation.....		140		(10)				130
11.9 Total personnel compensation.....	97	3,244	(3)	(79)	0	0	94	3,165
Other Objects:								
12.1 Civilian personnel benefits.....		660		(2)				658
21.0 Travel and transportation of persons.....		145		(5)				140
22.0 Transportation of things.....		852		(69)				783
23.2 Rental payments to others.....		10						10
23.3 Communications, utilities, and miscellaneous charges.....		15						15
24.0 Printing and reproduction.....		3						3
25.2 Other services.....		1,807		(176)				1,631
26.0 Supplies and materials.....		1,930		(230)				1,700
31.0 Equipment.....		125		(5)				120
32.0 Lands and structures.....		1,956		(156)				1,800
Total Requirements	97	10,747	(3)	(722)	0	0	94	10,025

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Unavailable Collections (in thousands of dollars)

Identification code: 14-5132-0-2-302	1992 actual	1993 enacted	1994 estimate
Balance, start of year:			
Treasury balance.....	7,816	7,712	8,113
Receipts: Grazing fees.....	19,247	20,049	32,344
Transferred to:			
General fund receipts.....	(5,975)	(6,310)	(10,231)
Payments to States from grazing receipts etc., public lands outside of grazing districts.....	(1,281)	(1,291)	(2,133)
Payments to States from grazing receipts etc., public lands within grazing districts.....	(1,898)	(1,944)	(3,212)
Payments to counties from grazing and mineral leasing receipts from National Grasslands.....	(470)	(479)	(596)
Subtotal, receipts.....	9,623	10,025	16,172
Total, balances and collections.....	17,439	17,737	24,285
Appropriation	(9,727)	(9,624)	(10,025)
Balance, end of year.....	7,712	8,113	14,260

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

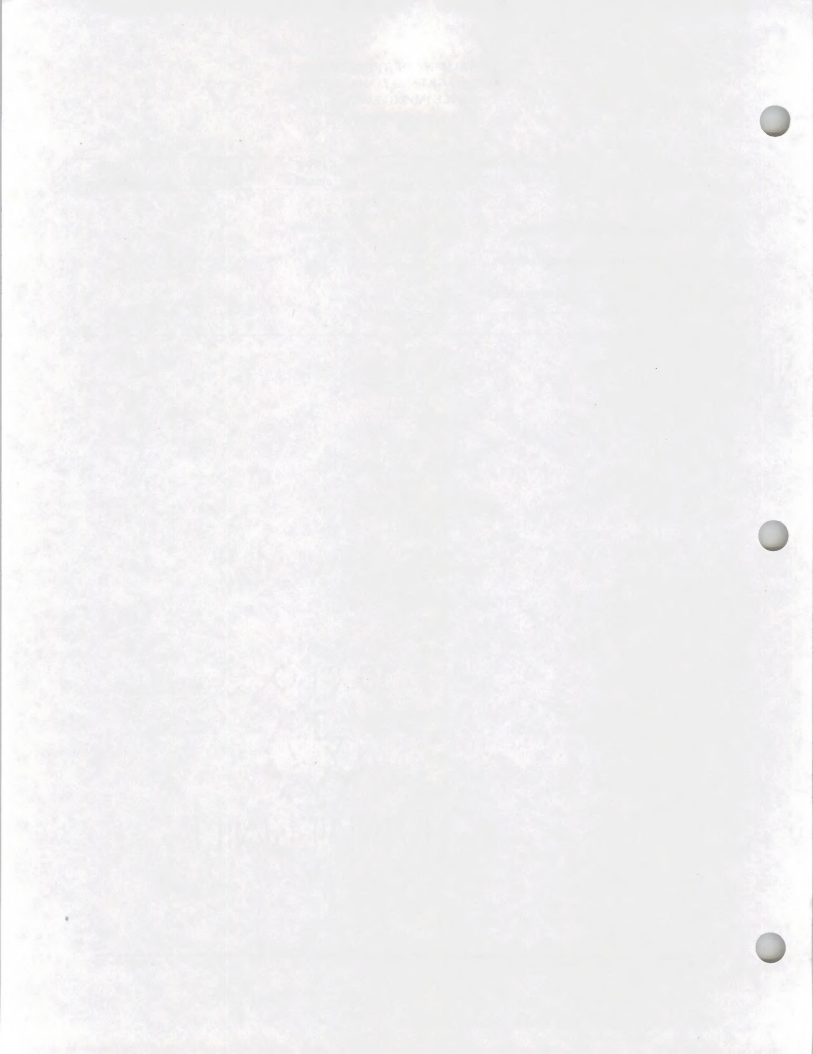
Identification code: 14-5132-0-2-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.01 Improvements to public lands.....	8,457	9,047	8,325
00.02 Farm tenant act lands.....	750	1,100	1,100
00.03 Administrative expenses.....	600	600	600
10.00 Total obligations.....	9,807	10,747	10,025
Financing:			
17.00 Recovery of prior year obligations.....	(239)	---	---
21.40 Unobligated balance available, start of year.....	(1,507)	(2,626)	(2,626)
24.40 Unobligated balance available, end of year.....	2,626	2,626	2,626
39.00 Budget authority.....	10,687	10,747	10,025
Budget authority:			
40.05 Appropriation (indefinite).....	960	1,123	---
40.25 Appropriation (special fund, indefinite).....	9,727	9,624	10,025
43.00 Appropriation (total).....	10,687	10,747	10,025
Relation of obligations to outlays:			
71.00 Total obligations.....	9,808	10,747	10,025
72.40 Obligated balance, start of year.....	3,085	2,094	1,350
74.40 Obligated balance, end of year.....	(2,094)	(1,350)	(1,083)
78.00 Adjustments in unexpired accounts.....	(239)	---	---
90.00 Outlays.....	10,560	11,491	10,292

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

Identification code: 14-5132-0-2-302	1992 actual	1993 enacted	1994 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	3,037	2,853	2,790
11.3 Other than full-time permanent.....	267	251	245
11.5 Other personnel compensation.....	138	140	130
11.9 Total personnel compensation.....	3,442	3,244	3,165
12.1 Civilian personnel benefits.....	657	660	658
21.0 Travel and transportation of persons.....	127	145	140
22.0 Transportation of things.....	787	852	783
23.2 Rental payments to others.....	2	10	10
23.3 Communications, utilities, and miscellaneous charges.....	10	15	15
24.0 Printing and reproduction.....	1	3	3
25.2 Other services.....	1,659	1,807	1,631
26.0 Supplies and materials.....	1,700	1,930	1,700
31.0 Equipment.....	69	125	120
32.0 Land and structures.....	1,353	1,956	1,800
99.9 Total, obligations.....	9,807	10,747	10,025

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code: 14-5132-0-2-302	1992 actual	1993 enacted	1994 estimate
Total compensable workyears:			
Full-time equivalent employment.....	105	97	94
Full-time equivalent of overtime and holiday hours.....	3	2	2



Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

Appropriation Language Sheet

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of section 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to section 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public land administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

(43 U.S.C. 1719(b), 1734(a), 1734(b), 1735(a), 1737, 1764(g), and 1652(c); 30 U.S.C. 185(1); Department of the Interior and Related Agencies Appropriations Act, 1993.)

Appropriation Language Citations

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under §209(b), §304(a), §304(b), §305(a), and §504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of §305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public land administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

43 U.S.C. 1719(b)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1737
43 U.S.C. 1764(g)
30 U.S.C. 185(1)
43 U.S.C. 1652(c)

43 U.S.C. 1719(b) (FLPMA §209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA §304(a)) provides that the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the Public Land.

43 U.S.C. 1734(b) (FLPMA §304(b)) provides that the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys shall be deposited with the Treasury in a special account and are authorized to be appropriated and made available until expended.

43 U.S.C. 1735(a) (FLPMA §305(a)) provides that any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary, or in contract involving present or potential damage to the Public Land, shall be credited to a separate account in the Treasury and is authorized to be appropriated and made available until expended.

43 U.S.C. 1737 (FLPMA §307(c)) provides that the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes.

43 U.S.C. 1764(g) (FLPMA §504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way; inspecting and monitor-

ing construction and operations; and terminating the facility pursuant to the right-of-way.

30 U.S.C. 185(1) states that the applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application, and the holder of a right-of-way or permit shall reimburse the United States

for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way.

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

Summary of Requirements
(dollars in thousands)

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

	FTE	Amount
President's Budget, 1993	104	7,932
Summary of Uncontrollable and Related Changes*	(3)	0
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	101	7,932

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program		1994		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Rights-of-Way Processing	46	4,154	46	3,272	(2)	0	0	0	44	3,272	(2)	0
Adopt-a-Horse Program	0	881	0	496	0	0	0	0	0	496	0	0
Repair of Damaged Lands	13	1,431	13	1,289	0	0	0	0	13	1,289	0	0
Cost Recovery Realty Cases	4	427	4	99	0	0	0	0	4	99	0	0
Timber Purchaser Expenses	11	959	11	991	0	0	0	0	11	991	0	0
Copy Fees	30	1,616	30	1,785	(1)	0	0	0	29	1,785	(1)	0
TOTAL APPROPRIATION	104	9,468	104	7,932	(3)	0	0	0	101	7,932	(3)	0

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Rights-of-Way Processing

Table I Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$(000)	4,154	3,272	0	0	3,272	0
FTE	46	46	-2	0	44	-2

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734, 1764) authorizes collection of service charges and deposits to finance the costs of certain rights-of-way application and permitting activities.

The Mineral Leasing Act of 1920, as amended by the Trans-Alaska Pipeline Act of 1973, §101 (30 U.S.C. 185), authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

The Alaska Natural Gas Transportation Act of 1976 (15 U.S.C. 719) authorizes the granting of certificates, rights-of-way permits, and leases.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

❖Objectives❖

The objectives of the rights-of-way processing activity are to:

- facilitate production and transportation of domestic energy resources;
- expedite the granting of all rights-of-way (ROWs) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROWs on the Public Land as authorized by the Federal Land Policy and Management Act and the 1973 amendment to the Mineral Leasing Act of 1920; and
- maintain the more than 100,000 existing authorizations by determining and collecting proper rentals; processing amendments, relinquishments, and relocations; and ensuring compliance with the terms and conditions of the authorization.

❖1994 Program❖

The 1994 Budget Request for right-of-way processing is \$3,272,000, the same as the 1993 Enacted to date level, and 44 FTE.

The ROW program is funded through a combination of applicant deposits made into this indefinite appropriation and the directly appropriated

funds in the "Management of Lands and Resources" (MLR) appropriation, lands, realty and rights-of-way management subactivity.

BLM obtains deposits of funds from ROW applicants and grant holders prior to processing the application. The amount of the deposit is set either by a schedule or is based on actual costs, depending on the type and size of the project. For FLPMA cases, all reasonable costs are collected for cases where costs are expected to exceed \$1,500. For Mineral Leasing Act (MLA) authorizations, actual costs are collected on cases where the processing costs are expected to be \$5,000 or more. Under both authorities, a standard fee schedule is used for smaller cases. For major projects, the funds collected are available directly to the office processing the application. For smaller projects, those where the fees are

collected based on a standard fee schedule, the funds are provided to the offices through the regular budget allocation process. Only those costs resulting directly from the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

In 1994, BLM efforts to process an estimated 1,900 cost recovery cases will be funded either fully or partially by reimbursement from the applicant. The remaining cases are those which are not cost reimbursable by statutory provision. Work performed on these cases is funded entirely from the MLR appropriation. Only a portion of the processing costs for the FLPMA cases is recoverable under the regulations due to the reasonableness criteria contained in §304(b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded from the MLR account.

Justification of Program and Performance

Activity: Adopt-a-Horse Program

Table II Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	881	496	0	0	496	0
FTE	0	0	0	0	0	0

❖Authorizations❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes collection of service charges to finance the costs of certain applicant activities.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

❖Objectives❖

The objectives of the adopt-a-horse program are to:

- provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

❖1994 Program❖

The 1994 Budget Request for the adopt-a-horse program is \$496,000, the same as the 1993 Enacted to date level.

BLM charges standard adoption fees of \$125 per horse and \$75 per burro to partially offset costs of operating the adoption program. The fees deposited into this account are immediately appropriated, and become available for use by the BLM to conduct the program. These funds are used primarily to cover transportation costs to facilitate the adoption of excess animals at BLM preparation facilities and adoption centers.

Justification of Program and Performance

Activity: Repair of Damaged Lands

Table III Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	1,431	1,289	0	0	1,289	0
FTE	13	13	0	0	13	0

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (§305) (43 U.S.C. 1735) authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision is amended by the appropriations act language for "Services Charges, Deposits and Forfeitures."

❖Objectives❖

The objectives of this activity are to:

- rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

❖1994 Program❖

The 1994 Budget Request for repair of damaged land and facilities from new collections is \$1,289,000 and 13 FTE, the same as the 1993 Enacted to date level.

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By appropriations language, the funds are available to be expended to improve, protect or rehabilitate any damaged Public Land when the amount collected is in excess of the amount needed to repair damage to the exact land for which funds were forfeited or collected.

Justification of Program and Performance

Activity: Cost Recoverable Realty Cases

Table IV Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$(000)	427	99	0	0	99	0
FTE	4	4	0	0	4	0

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1719, 1732, 1745, 1746) authorizes collecting service charges and permitting deposits to finance the costs of certain application processing activities.

❖Objective❖

The objective of the cost recoverable realty cases program is to:

- process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

❖1994 Program❖

The 1994 Budget Request for the cost recoverable realty program is \$99,000 and 4 FTE, the same as the 1993 Enacted to date level.

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the BLM in advance for performance of specified work. When deposited into this account, the fees are immediately appropriated, and become available for use by the BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under §209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program to determine whether and what kind of mineral deposits are under the land; evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed; and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under §315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the riparian specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under §302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application; monitoring construction, operation, and maintenance of authorized facilities; and monitoring rehabilitation and restoration of the land.

Justification of Program and Performance

Activity: Timber Contract Expenses

Table V Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$(000)	959	991	0	0	991	0
FTE	11	11	0	0	11	0

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734) authorizes the collection of service charges to finance the costs of certain applicant activities.

❖Objective❖

The objective of this program is to:

- provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment to the BLM in lieu of performing the work directly.

❖1994 Program❖

The 1994 Budget Request for timber contract expenses is \$991,000 and 11 FTE, the same as the 1993 Enacted to date level.

Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the BLM in lieu of performing specified work directly. The BLM uses the funds deposited to accomplish the required tasks. Most of the work involves performing timber sale slash disposal in western Oregon. However, a small

amount of slash disposal is also being accomplished on Public Domain forested lands.

It is estimated that funding from this appropriation will support slash disposal on approximately 3,000 acres. A description of the total western Oregon slash disposal program can be found in the reforestation and forest development subactivity of the Oregon & California Grant Lands (O&C) Appropriation justification.

Justification of Program and Performance

Activity: Copy Fees

Table VI Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$(000)	1,616	1,785	0	0	1,785	0
FTE	30	30	-1	0	29	-1

❖ Authorization❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes the collection of service charges to finance the costs of certain activities.

❖ Objective❖

The objective of the copy fees program is to:

- cover the costs of providing copies of BLM documents to industry, user organizations and the general public.

❖ 1994 Program❖

The 1994 Budget Request for the copy fees program is \$1,785,000 and 30 FTE, the same as the 1993 Enacted to date level.

The BLM is the custodian of the official Public Land records of the United States. Some of these records date back to the very beginning of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of Public Domain land to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both public and private land. Equally important are copies of official cadastral

survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages, and master title plats. The BLM also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. In 1994, the BLM expects to provide over 4 million copies of official records and associated documents and expects to collect an estimated \$1,785,000 in copy fees. The increased emphasis on using the Automated Land and Mineral Records System for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Service Charges, Deposits, and Forfeitures

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		3,130		(53)				3,077
11.3 Other than full-time permanent.....		465		(8)				457
11.5 Other personnel compensation.....		346		(6)				340
11.8 Special personal services payments.....		30						30
11.9 Total personnel compensation.....	104	3,971	(3)	(67)	0	0	101	3,904
Other Objects:								
12.1 Civilian personnel benefits.....		792		(12)				780
21.0 Travel and transportation of persons.....		122		2				124
22.0 Transportation of things.....		352		8				360
23.2 Rental payments to others.....		27						27
23.3 Communications, utilities, and miscellaneous charges.....		21						21
24.0 Printing and reproduction.....		189		3				192
25.2 Other services.....		1,849		50				1,899
26.0 Supplies and materials.....		301		8				309
31.0 Equipment.....		246		8				254
32.0 Lands and structures.....		62						62
Total Requirements	104	7,932	(3)	0	0	0	101	7,932

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

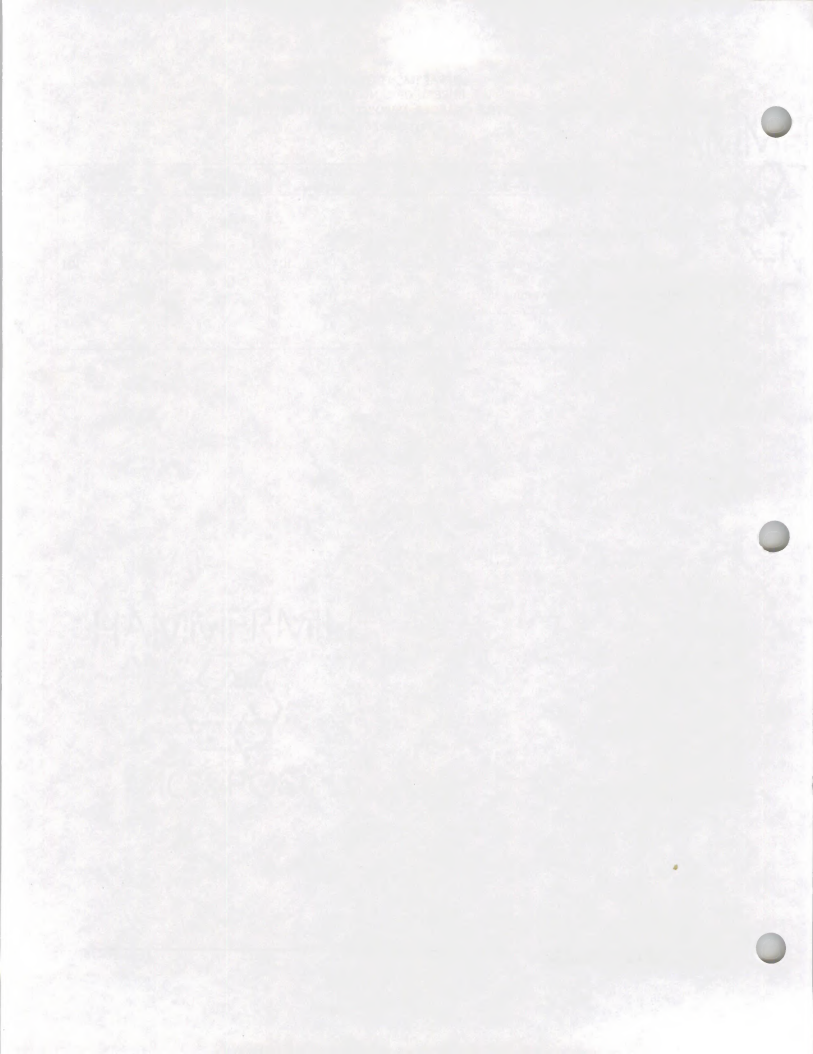
Identification code 14-5017-0-2-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.01 Rights-of-way processing.....	4,208	3,300	3,884
00.02 Adopt-a-horse program.....	595	1,200	589
00.03 Repair of damaged lands and facilities.....	1,486	2,710	1,530
00.04 Cost recoverable realty cases.....	304	120	118
00.05 Timber contract expenses.....	1,160	1,100	1,178
00.06 Copy fees.....	1,662	2,000	2,118
10.00 Total obligations.....	9,415	10,430	9,417
Financing:			
17.00 Recovery of prior year obligations.....	(349)	---	---
21.40 Unobligated balance available, start of year.....	(6,044)	(6,327)	(3,829)
24.40 Unobligated balance available, end of year.....	6,327	3,829	2,344
39.00 Budget authority.....	9,349	7,932	7,932
Budget authority:			
40.25 Budget authority (special fund, indefinite).....	9,349	8,000	7,932
40.75 Reduction pursuant to P.L. 102-381.....	---	(68)	---
43.00 Appropriation (total).....	9,349	7,932	7,932
Relation of obligations to outlays:			
71.00 Total obligations.....	9,416	10,430	9,417
72.40 Obligated balance, start of year.....	1,855	2,341	137
74.40 Obligated balance, end of year.....	(2,341)	(137)	(1,741)
78.00 Adjustments in unexpired accounts.....	(349)	---	---
90.00 Outlays.....	8,581	12,634	7,813

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code: 14-5017-0-2-302		1992 actual	1993 enacted	1994 estimate
Personnel compensation:				
11.1	Full-time permanent.....	3,023	3,139	3,077
11.3	Other than full-time permanent.....	449	466	457
11.5	Other personnel compensation.....	339	340	340
11.8	Special personal services payments.....	27	30	30
11.9	Total personnel compensation.....	3,838	3,975	3,904
12.1	Civilian personnel benefits.....	852	775	780
21.0	Travel and transportation of persons.....	126	225	180
22.0	Transportation of things.....	569	575	525
23.2	Rental payments to others.....	---	45	40
23.3	Communications, utilities, and miscellaneous charges.....	40	30	30
24.0	Printing and reproduction.....	225	280	280
25.2	Other services.....	2,906	3,565	2,768
26.0	Supplies and materials.....	357	475	450
31.0	Equipment.....	309	385	370
32.0	Land and structures.....	118	100	90
41.0	Grants, subsidies, and contributions.....	75	---	---
99.9	Total obligations.....	9,415	10,430	9,417

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code: 14-5017-0-2-302	1992 actual	1993 enacted	1994 estimate
Total compensable workyears:			
Full-time equivalent employment.....	104	104	101
Full-time equivalent of overtime and holiday hours.....	8	5	5



Appropriation: Miscellaneous Trust Funds (Mandatory, Indefinite)

Appropriation Language Sheet

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 1721, and 1737; 31 U.S.C. 1321(a)-(47),(48); 48 Stat. 1224-36; P.L. 102-381, Department of the Interior and Related Agencies Appropriations Act, 1993.)

Appropriation Language Citations

In addition to the amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under §307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under §211(b) of that Act, to remain available until expended.

43 U.S.C. 315h
43 U.S.C. 315i
43 U.S.C. 355
43 U.S.C. 759
43 U.S.C. 761
43 U.S.C. 1721
43 U.S.C. 1737
31 U.S.C. 1321(a)(47),(48)
48 Stat. 1224-36

Statutes That Provide Permanent Budget Authority:

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315h, 315i) provides for the Secretary of the Interior to accept contributions for the administration, protection and improvement of grazing lands, and for these funds to be deposited into the Treasury in a trust fund and permanently appropriates them for use by the Secretary. (This is permanent budget authority.)

The Act of March 3, 1891, Section 11 (43 U.S.C. 355) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by the Federal Land Policy and Management Act of 1976 (FLPMA). The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA. (This provides permanent budget authority.)

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriated. 43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses. (This is permanent budget authority.)

31 U.S.C. 1321(a)(47) and (48) classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds. (This is permanent budget authority.)

48 Stat. 1224-36 provides for payments in advance for public surveys. (This is permanent budget authority.)

Statutes that authorize current appropriations of trust funds:

43 U.S.C. 1721(a),(b) (FLPMA §211(a) and (b)) provide for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737(c) (FLPMA §307(c)) provides that funds may be contributed to BLM for: 1) resource development, protection, and management, 2) acquisition or conveyance of public lands and 3) cadastral surveys on Federally controlled or intermingled lands. Contributed funds are to be placed in a separate account in the Treasury and are authorized to be appropriated and available until expended.

Summary of Requirements
(dollars in thousands)

Appropriation: Miscellaneous Trust Funds (Indefinite)

	FTE	Amount
President's Budget, 1993	2	104,108
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	2	104,108

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program		1994		Inc (+)	
	Actual		Enacted		Changes		Changes		Budget		Dec (-)	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Land and Resource Management												
a. Current	37	7,767	37	7,380	0	125	0	0	37	7,505	0	125
b. Permanent	30	1,479	30	1,600	0	0	0	0	30	1,600	0	0
2. Trustee, Alaska Townsites (Permanent)	0	14	0	1	0	0	0	0	0	1	0	0
TOTAL APPROPRIATION	67	9,260	67	8,981	0	125	0	0	67	9,106	0	125

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Land and Resource Management Trust Fund (Current, Mandatory, Indefinite)

Table I Activity Summary (\$000s)

		1992 Actual	1993 Enacted to Date	Uncon- trollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
Current Trust Funds	\$	7,767	7,380	+125	0	7,505	+125
	FTE	104	104	-4	0	100	-4

❖Authorization❖

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1721, 1737) provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance or acquisition of public lands (including omitted lands or islands) to States, their political subdivisions or individuals; and 3) conducting cadastral surveys; provided that estimated costs are paid prior to project initiation.

❖Objectives❖

The objective of the Land and Resource Management Trust Fund program is to provide for resource development, protection and management through the use of money and services contributed to the BLM from non-Federal sources for the management and improvement of the Public Land, and to conduct authorized activities for which funds may be contributed to BLM.

❖1994 Program❖

The 1993 Enacted Level for the Land and Resource Management Trust Fund (Current) program is \$7,380,000 and 104 FTE. For 1994, adjustments as a result of uncontrollable changes will add \$125,000 and a decrease of 4 FTE to the 1993 enacted level, providing a 1994 Budget Estimate level of \$7,505,000 and 100 FTE.

This program provides for performance of certain conservation practices, and administrative actions by the BLM, financed by contributions and donations of money from private individuals, companies, user organizations, state government agencies, and other non-Federal entities.

Contributions must be received and deposited with the BLM before work begins on a project, and any monies remaining after completion of the project are returned to the contributor if the contributor so desires. In recent years, contributions for resource development, protection and management have included such diverse projects as: improvement and development of boat ramps and waterway access, wildlife research and habitat improvements, off-highway vehicle (OHV)

Included in the 1994 program are estimated contributions from the State of California Off-Highway Vehicle license ("green sticker") fund, used by BLM for the development, maintenance and operation of benefitting projects on BLM-administered Public Land in the State of California. Beginning in 1991, the program also includes funds contributed by State government wildlife agencies under the provisions of the Sikes Act and used by BLM for conservation, restoration and management and improvement of wildlife species and their habitat.

There is an expectation that the amount of contributions received by the BLM will continue to grow at the current rate. With the BLM's emphasis on increasing private sector partnerships and contributions, there has been an upward trend in contributed funds received over the past several years. Additional contributions are expected for general resource development projects under the authority of FLPMA, California Off-Highway Vehicle (OHV) projects, and Sikes Act wildlife habitat improvement projects in New Mexico.

Examples of projects which may be funded include: environmental education efforts including contributions toward BLM's "Heritage Education" initiative; field inventories and research; operation and maintenance of facilities used by OHV enthusiasts; private sector participation in BLM's "Back Country Byways" program; preparation and distribution of information on OHV closures and safety; erosion control and watershed improvements; installation of barriers and signs to protect fragile areas; development of water sources for wildlife; vegetation manipulation to improve wildlife habitat; and many others.

Permanent Miscellaneous Trust Funds

Table II Activity Summary (\$000s)

Program		1992 Actual	1993 Enacted to Date	Uncontrol- lable Chan- ges (+/-)	Program Changes (+/-)	1994 Budget Request	Change from 1993 (+/-)
Improvements, Surveys (Permanent)	\$ FTE	1,492 21	1,600 21	0 0	0 0	1,600 0	0 0
Alaska Townsite (Permanent)	\$ FTE	1 0	1 1	0 0	0 0	1 0	0 0

❖1994 Program❖

The 1993 Enacted Level for Miscellaneous Trust Funds (Permanent) is \$1,601,000 and 21 FTE. For 1994, no adjustments are made, providing an 1994 Budget Estimate level of \$1,601,000 and 21 FTE.

Range Improvements and Public Surveys

Acceptance of contributions for rangeland improvements is authorized by the *Taylor Grazing Act* (43 U.S.C. 315h and 315i); and for public surveys by 43 U.S.C. 759, 761, and 31 U.S.C. 1321(a). These contributions are permanently appropriated as trust funds to the Secretary for such uses as specified by those Acts.

No change in the level of these contributions is anticipated for 1994.

Alaska Townsite Program

The Act of March 3, 1891, Section 11, provided for the sale of town lots to non-Native Alaskans. This Act was repealed by the Federal Land Policy and Management Act of 1976 (FLPMA).

The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA. Alaska town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.)

Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low. Anticipated levels for the Alaska townsite trust funds are estimated to be \$1,000.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		2,972		(70)				2,902
11.3 Other than full-time permanent.....		477		(11)				466
11.5 Other personnel compensation.....		236		(6)				230
11.8 Special personal services payments.....		10		(10)				0
11.9 Total personnel compensation.....	125	3,695	(4)	(97)		0	121	3,598
Other Objects:								
12.1 Civilian personnel benefits.....		778		(18)				760
21.0 Travel and transportation of persons.....		190		10				200
22.0 Transportation of things.....		180		10				190
23.2 Rental payments to others.....		50						50
23.3 Communications, utilities, and miscellaneous charges.....		120						120
24.0 Printing and reproduction.....		20						20
25.2 Other services.....		1,605		95				1,700
26.0 Supplies and materials.....		950		50				1,000
31.0 Equipment.....		171		9				180
32.0 Lands and structures.....		1,222		66				1,288
Total Requirements	125	8,981	(4)	125	0	0	121	9,106

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9971-0-7-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.01 Land and resource management trust fund.....	10,346	10,195	9,105
00.02 Trustee funds, Alaska townsites.....	6	1	1
10.00 Total obligations.....	10,352	10,196	9,106
Financing:			
17.00 Recovery of prior year obligations.....	(173)	---	---
21.40 Unobligated balance available, start of year.....	(6,528)	(5,609)	(4,394)
24.40 Unobligated balance available, end of year.....	5,609	4,394	4,394
39.00 Budget authority.....	9,260	8,981	9,106
40.05 Appropriation (indefinite).....	7,767	7,380	7,505
60.05 Appropriation (indefinite).....	1,493	1,601	1,601
Relation of obligations to outlays:			
71.00 Total obligations.....	10,352	10,196	9,106
72.40 Obligated balance, start of year.....	1,494	1,690	7
74.40 Obligated balance, end of year.....	(1,690)	(7)	(68)
78.00 Adjustments in unexpired accounts.....	(173)	---	---
90.00 Outlays.....	9,983	11,879	9,045

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code: 14-9971-0-7-302	1992 actual	1993 enacted	1994 estimate
Personnel compensation:			
11.1 Full-time permanent.....	3,222	2,970	2,902
11.3 Other than full-time permanent.....	517	477	466
11.5 Other personnel compensation.....	224	240	230
11.8 Special personal services payments.....	---	10	---
11.9 Total personnel compensation.....	3,963	3,697	3,598
12.1 Civilian personnel benefits.....	762	760	760
21.0 Travel and transportation of persons.....	173	250	200
22.0 Transportation of things.....	216	230	190
23.2 Rental payments to others.....	37	50	50
23.3 Communications, utilities, and miscellaneous charges.....	111	120	120
24.0 Printing and reproduction.....	7	40	20
25.2 Other services.....	2,219	2,092	1,700
26.0 Supplies and materials.....	695	1,200	1,000
31.0 Equipment.....	195	200	180
32.0 Land and structures.....	1,974	1,557	1,288
99.9 Total obligations.....	10,352	10,196	9,106

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code: 14-9971-0-7-302	1992 actual	1993 enacted	1994 estimate
Total compensable workyears:			
Full-time equivalent employment.....	125	125	121
Full-time equivalent of overtime and holiday hours.....	4	3	3

**Appropriation: Forest Ecosystems Health and Recovery
(Permanent, Special Fund)**

Appropriation Language Sheet

[There is hereby established in the Treasury of the United States a special fund to be derived hereafter from the Federal share of moneys received from the disposal of salvage timber prepared for sale from the lands under the jurisdiction of the Bureau of Land Management, Department of the Interior. The money in this fund shall be immediately available to the Bureau of Land Management without further appropriation, for the purposes of planning and preparing salvage timber for disposal, the administration of salvage timber for disposal, the administration of salvage timber sales, and subsequent site preparation and reforestation.

There is hereby appropriated an amount of \$1,000,000, to remain available until expended to establish this fund. Nothing in this provision shall alter the formulas currently in existence by law for the distribution of receipts for the applicable lands and timber resources.]

(P.L. 102-381, Department of the Interior and Related Agencies Appropriations Act, 1993.)

Justification of Proposed Language Changes

Proposed Deletion: [There is hereby established in the Treasury of the United States a special fund to be derived hereafter from the Federal share of moneys received from the disposal of salvage timber prepared for sale from the lands under the jurisdiction of the Bureau of Land Management, Department of the Interior. The money in this fund shall be immediately available to the Bureau of Land Management without further appropriation, for the purposes of planning and preparing salvage timber for disposal, the administration of salvage timber for disposal, the administration of salvage timber sales, and subsequent site preparation and reforestation.

There is hereby appropriated an amount of \$1,000,000, to remain available until expended to establish this fund. Nothing in this provision shall alter the formulas currently in existence by law for the distribution of receipts for the applicable lands and timber resources.]

Rationale: This language is to be deleted since it is continuing language establishing a permanent provision of law. Therefore, it is unnecessary to repeat the language in each annual Appropriations Act for the Department of the Interior.

Summary of Requirements
(dollars in thousands)

Appropriation: Forest Ecosystems Health and Recovery (Permanent)

President's Budget, 1993	FTE	Amount
	15	500
Summary of Uncontrollable and Related Changes*	0	1,000
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	15	1,500

Comparison by Activity/Subactivity	1992 Actual		1993 Enacted To Date		Uncontrollable Changes (+/-)		Program Changes		1994 Budget Request		Inc (+) Dec (-) from 1993	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
TOTAL APPROPRIATION	0	0	15	500	0	1,000	0	0	15	1,500	0	1,000

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Appropriation: Forest Ecosystems Health and Recovery (Permanent, Special Fund) Activity: Timber Salvage

Table I Activity Summary (\$ 000s).

	1992 Actual	1993 Enacted To Date	Uncontroll- able Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1994 (+/-)
Current:						
\$	0	991	-991	0	0	-991
FTE	0	15	-15	0	0	-15
Permanent:						
\$	0	500	+1,000	0	1,500	+1,000
FTE	0	0	+15	0	15	+15

❖1994 Program❖

In accordance with the 1993 *Interior and Related Agencies Appropriations Act*, the Federal share of receipts from the disposal of salvage timber from lands under the jurisdiction of the Bureau of Land Management is deposited in a special fund in the Treasury of the United States. The money in this fund is available to BLM without further appropriation, for the purposes of planning and preparing salvage timber for disposal, the administration of salvage timber sales, and subsequent site preparation and reforestation.

In 1993, \$991,000 was appropriated as "seed money" for this account. It is anticipated that about \$500,000 in receipts will be generated in 1993 and \$1,500,000 will be generated in 1994. These funds become available to the BLM for timber salvage sale and reforestation work.

The volume of salvage in any given year may vary significantly, depending on severity of fire season, weather events, and insect outbreaks. On the average, BLM can anticipate having a timber salvage program of about 42 million board feet annually.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Forest Ecosystems Health and Recovery

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		900		8				908
11.3 Other than full-time permanent.....		50		1				51
11.9 Total personnel compensation.....	15	950	0	9	0		15	959
Other Objects:								
12.1 Civilian personnel benefits.....		244		1				245
21.0 Travel and transportation of persons.....		45						45
22.0 Transportation of things.....		50						50
23.2 Rental payments to others.....		25						25
23.3 Communications, utilities, and miscellaneous charges.....		25		(1)				24
24.0 Printing and reproduction.....		27						27
25.2 Other services.....		50						50
26.0 Supplies and materials.....		50						50
31.0 Equipment.....		25						25
Total Requirements	15	1,491	0	9	0		15	1,500

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FOREST ECOSYSTEM HEALTH AND RECOVERY
Program and Financing (in thousands of dollars)

Identification code: 14-5165-0-2-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
10.00 Total obligations.....	---	1,491	1,500
39.00 Budget Authority.....	---	1,491	1,500
Budget authority			
40.00 Appropriation.....	---	1,000	---
40.75 Reduction pursuant to P.L. 102-381.....	---	(9)	---
43.00 Appropriation (total).....	---	991	---
60.25 Appropriation (special fund, indefinite).....	---	500	1,500
Relation of obligations to outlays:	---	---	---
71.00 Total obligations.....	---	1,491	1,500
72.40 Obligated balance, start of year.....	---	---	224
74.40 Obligated balance, end of year.....	---	(224)	(225)
90.00 Outlays.....	---	1,267	1,499

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FOREST ECOSYSTEM HEALTH AND RECOVERY
Object Classification (in thousands of dollars)

Identification code: 14-5165-0-2-302	1992 actual	1993 enacted	1994 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	---	900	908
11.3 Other than full-time permanent.....	---	50	51
11.9 Total personnel compensation.....	---	950	959
12.1 Civilian personnel benefits.....	---	244	245
21.0 Travel and transportation of persons.....	---	45	45
22.0 Transportation of things.....	---	50	50
23.2 Rental payments to others.....	---	25	25
23.3 Communications, utilities, and miscellaneous charges	---	25	24
24.0 Printing and reproduction.....	---	27	27
25.2 Other services.....	---	50	50
26.0 Supplies and materials.....	---	50	50
31.0 Equipment.....	---	25	25
99.9 Total, obligations.....	---	1,491	1,500

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FOREST ECOSYSTEM HEALTH AND RECOVERY
Personnel Summary

Identification code: 14-5165-0-2-302		1992 actual	1993 enacted	1994 estimate
Total compensable workyears:				
Full-time equivalent employment.....		---	15	15

**Appropriation: Special Acquisition of Lands and Minerals
(Permanent)**

(This is a permanent appropriation. No current language is proposed.)

Summary of Requirements
(dollars in thousands)

Appropriation: Special Acquisition of Land and Minerals

	FTE	Amount
President's Budget, 1993	0	0
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	0	0

Comparison by Activity/Subactivity	1992		1993		Uncontrollable		Program		1994		Inc (+) Dec (-) from 1993	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Special Acquisition of Land and Minerals	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL APPROPRIATION	0	0	0	0	0	0	0	0	0	0	0	0

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Appropriation: Special Acquisition of Lands and Minerals (Permanent)

Activity: Special Acquisition of Lands and Minerals

Table I Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Requ- est	Change from 1993 (+/-)
\$	0	---	---	0	---
FTE	---	---	---	---	---

This account was established to identify the budgetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for the acquisition of non-Federal land or of mineral interests in any areas specifically authorized or directed by an Act of Congress. The use of this approach have been limited and involve previously two actions, which are the Rattlesnake NRA and Wilderness Area and the cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana.

This is permanent authority to borrow established by Specific Acts of Congress and not requiring current Congressional action.

❖Authorizations❖

The Rattlesnake Recreation Area and Wilderness Act of 1980 (16 U.S.C. 460 11-3) authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

The Lee Metcalf Wilderness and Management Act of 1983 as amended (16 U.S.C. 460 11-3) provides

that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of §35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation (P.L. 96-401) provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

❖Objective❖

The objective of this program is to:

- account for the monetary equivalent of bidding

rights issued and adjustments to the value of such rights issued pursuant to special legislation relating to acquisition of land or mineral rights by the Federal government.

❖1994 Program❖

Rattlesnake NRA and Wilderness Area

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to \$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness Area in the State of Montana.

The value of the bidding rights was set to increase at a rate set quarterly by the Secretary of the Treasury and published in the *Federal Register*, pursuant to §11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). Interest was compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter. All bidding rights granted continue until fully used, or if not fully used, to not later than November 1, 1995, unless the eligibility period is extended. As of 1991 all of the bidding rights that incurred interest have been used. Therefore, since the amount historically carried in this account represented only estimated interest, the amount estimated for 1992 and beyond is zero.

Northern Cheyenne Indian Reservation

On September 24, 1985, pursuant to P.L. 96-401, BLM issued bidding rights of about \$3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Montana. On April 25, 1989, BLM issued bidding rights of \$4,977,955 to Garfield County Exploration Company and Shale Oil Syndicate, Inc., for their rights within the Northern Cheyenne Indian Reservation. On October 19, 1989, BLM issued bidding rights of \$892,487 to Consolidation Coal Company for its rights within the Northern Cheyenne Indian Reservation. The bidding rights granted do not accrue interest. All rights granted to Peabody Company shall continue until fully

used, or if not fully used, not later than September 30, 2005. The rights granted to Garfield County Exploration Company and Shale Oil Syndicate, Inc., and to Consolidation Coal Company shall continue until fully used.

Summary

As of December 31, 1992, the value of the total outstanding unused bidding rights was \$892,487.

Appropriation: Operation and Maintenance of Quarters

(This is a permanent appropriation. No current language is proposed.)

Summary of Requirements
(dollars in thousands)

Appropriation: Operation and Maintenance of Quarters

	FTE	Amount
President's Budget, 1993	4	250
Summary of Uncontrollable and Related Changes*	0	0
Program Changes (detailed below)	0	0
Total Requirements (1994 Request)	4	250

Comparison by Activity/Subactivity	1992 Actual		1993 Enacted To Date		Uncontrollable Changes (+/-)		Program Changes		1994 Budget Request		Inc (+) Dec (-) from 1993	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
TOTAL APPROPRIATION	4	247	4	250	0	0	0	0	4	250	0	0

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Appropriation: Operation and Maintenance of Quarters

Table I Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes From 1993 (+/-)
\$	250	0	0	250	0
FTE	4	0	0	4	0

❖Authorization❖

The 1985 Appropriations Act for the Department of the Interior and Related Agencies, (P.L. 98-473), §320, established a permanent account in each bureau for the operation and maintenance of quarters starting with 1985 and each fiscal year thereafter.

The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition. Funds are managed on a statewide basis. Each state collects rental income from quarters and returns them to the facility where the collections were made.

❖Objective❖

The objective of this account is to maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

❖1994 Program❖

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Operation and Maintenance of Quarters

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		73						73
11.3 Other than full-time permanent.....		17						17
11.5 Other personnel compensation.....		1						1
11.9 Total personnel compensation.....	4	91	0	0	0	0	4	91
Other Objects:								
12.1 Civilian personnel benefits.....		27						27
21.0 Travel and transportation of persons.....		5						5
22.0 Transportation of things.....		5						5
23.2 Rental payments to others.....		5						5
25.2 Other services.....		40						40
26.0 Supplies and materials.....		67						67
31.0 Equipment.....		5						5
32.0 Lands and structures.....		5						5
Total Requirements	4	250	0	0	0	0	4	250

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (in thousands of dollars)

Identification code: 14-5048-0-2-302	1992 actual	1993 enacted	1994 estimate
Program by activities:			
10.00 Total obligations.....	224	581	250
Financing:			
17.00 Recovery of prior year obligations.....	(3)	---	---
21.40 Unobligated balance available, start of year.....	(305)	(331)	---
24.40 Unobligated balance available, end of year.....	331	---	---
60.25 Budget authority (appropriation) (special fund, indefinite).....	247	250	250
Relation of obligations to outlays:			
71.00 Total obligations.....	223	581	250
72.40 Obligated balance, start of year.....	97	91	40
74.40 Obligated balance, end of year.....	(91)	(40)	(40)
78.00 Adjustments in unexpired accounts.....	(3)	---	---
90.00 Outlays.....	226	632	250

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Object Classification (in thousands of dollars)

Identification code: 14-5048-0-2-302	1992 actual	1993 enacted	1994 estimate
Personnel compensation:			
11.1 Full-time permanent.....	69	72	73
11.3 Other than full-time permanent.....	16	17	17
11.5 Other personnel compensation.....	1	2	1
11.9 Total personnel compensation.....	86	91	91
12.1 Civilian personnel benefits.....	17	25	27
21.0 Travel and transportation of persons.....	1	6	5
22.0 Transportation of things.....	3	5	5
23.2 Rental payments to others.....	---	5	5
25.2 Other services.....	24	264	40
26.0 Supplies and materials.....	61	170	67
31.0 Equipment.....	11	10	5
32.0 Land and structures.....	21	5	5
99.9 Total obligations.....	224	581	250

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Personnel Summary

Identification code: 14-5048-0-2-302	1992 actual	1993 enacted	1994 estimate
Total compensable workyears:			
Full-time equivalent employment.....	4	4	4

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Appropriation: Miscellaneous Permanent Appropriations

Appropriation Summary Statement

The majority of these appropriations provide for sharing of receipts collected from the sale, lease, or use of the Public Land and resources with States and counties. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases, how the States and counties must use these funds.

Also included in this account is the permanent appropriation to BLM of road maintenance fees collected from commercial road users on roads maintained by the BLM in lieu of user maintenance. This fee is normally applicable to roads subject to heavy, continuous use involving several users at a time, such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require annual action.

The amount of the payments shown for each year is the total payment applicable to the fiscal year in which the receipts are collected, without regard as to the timing of the actual disbursement of funds to the recipients.

The following activities are included within the account total:

- Payments to Oklahoma (royalties);
- Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road Grant lands;
- Payments to counties, Oregon and California Grant Lands;
- Payments to States (proceeds of sales);
- Payments to States from grazing receipts, etc., Public Land outside grazing districts;

- Payments to States from grazing receipts, etc., Public Land within grazing districts;
- Payments to States from grazing receipts, etc., Public Land within grazing districts, miscellaneous;
- Payments to Alaska, National Petroleum Reserve;
- Payments to counties, National Grasslands (Farm Tenant Act lands);
- Expenses, road maintenance deposits;
- Payments to Nevada from receipts on land sales; and
- Payments from proceeds, sale of water.

Summary of Requirements
(dollars in thousands)

Appropriation: Miscellaneous Permanent Appropriations

	FTE	Amount
President's Budget, 1993	37	88,721
Summary of Uncontrollable and Related Changes*	0	(51,600)
Program Changes (detailed below)	0	26,111
Total Requirements (1994 Request)	37	63,232

Comparison by Activity/Subactivity	1992 Actual		1993 Enacted To Date		Uncontrollable Changes (+/-)		Program Changes		1994 Budget Request		Inc (+) Dec (-) from 1993	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Payments to Oklahoma (Royalties)	0	11	0	4	0	0	0	0	0	4	0	0
2. Payments to Coos and Douglas counties, Oregon Coos Bay Wagon Road Grant Lands.	0	575	0	900	0	0	0	0	0	900	0	0
3. Payments to Counties, Oregon and California Grant Lands.	0	90,652	0	78,586	0	(52,474)	0	26,111	0	52,223	0	(26,363)
4. Payments to States (Proceeds of Sales.	0	1,102	0	926	0	(308)	0	0	0	618	0	(308)
5. Payments to States from grazing receipts, etc., Public Lands outside grazing districts	0	1,281	0	1,291	0	842	0	0	0	2,133	0	842
6. Payments to States from grazing receipts, etc., Public Lands within grazing districts.	0	1,894	0	1,935	0	1,261	0	0	0	3,196	0	1,261
7. Payments to States from grazing receipts, etc., Public Lands within grazing districts. (miscellaneous)	0	4	0	9	0	7	0	0	0	16	0	7
8. Payments to Alaska National Petroleum Reserve.	0	19	0	91	0	(45)	0	0	0	46	0	(45)
9. Payments to Counties National Grasslands.	0	470	0	479	0	117	0	0	0	596	0	117
10. Expenses, road maintenance Deposits.	68	3,566	37	3,000	0	(1,000)	0	0	37	2,000	0	(1,000)
11. Payments to Nevada from receipts on land sales.	0	688	0	1,500	0	0	0	0	0	1,500	0	0
12. Payments from proceeds — sale of water.	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL APPROPRIATION	68	100,262	37	88,721	0	(51,600)	0	26,111	37	63,232	0	(25,489)

* "Uncontrollable and Related Changes" refers to mandated costs which are not easily adjusted in the short term (e.g., space costs, retirement costs, Government-wide changes in pay, etc.) as well as to program elements displayed in the budget.

Justification of Program and Performance

Activity: Payments to Oklahoma (royalties)

Table I Activity Summary (Payments to Oklahoma) (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	4	0	0	4	0
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37½ percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands. These funds are to be used for constructing and maintaining public roads and supporting public schools. Payments for the first 10 months of the current fiscal year are disbursed in Sep-

tember, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance

Activity: Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands

Table II Activity Summary (Payments for Coos Bay Wagon Road Grant Lands) (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	900	0	0	900	0
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with 53 Stat. 753-754 (43 U.S.C. 1181f-1), payments in lieu of taxes are made to Coos County and Douglas County, Oregon, out of receipts from the reconveyed Coos Bay Wagon Road grant lands. These payments are to be used by the counties for schools, roads, highways, bridges, and port districts. Payments are made on

a quarterly basis, upon receipt of billings from the counties, in lieu of severance taxes and ad valorem taxes at the same rate as for private lands in the counties. The amount shown above reflects the estimated total payment for each fiscal year, without regard to when the actual disbursements are made.

Justification of Program and Performance

Activity: Payments to Counties, O&C Grant Lands

Table III Activity Summary (\$ 000s).

		1993 Enacted To Date	Uncontrol- lable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
Permanent	\$	78,586	-52,474	0	26,112	-52,474
B.A.	FTE	0	0	0	0	0
Current B.A.	\$	0	0	+26,111	26,111	+26,111
	FTE	0	0	0	0	0
Total	\$	78,586	-52,474	+26,111	52,223	-26,363

❖1994 Core Program❖

In accordance with 39 Stat. 218 and 50 Stat. 876 (43 U.S.C. 1181f), as modified by the annual Interior Department Appropriations Acts, 50 percent of the receipts to the Oregon and California (O&C) Grant Land fund are paid to the counties in which the lands are situated, in the proportion to each county's assessed valuation in 1915, for use as unrestricted county funds. Included in this amount are receipts generated from all O&C Grant Lands including those administered by both the BLM and the Forest Service. Payments for the first 11 months of the current fiscal year are disbursed to the counties in September of the year of collection, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

The 1993 Enacted to Date level of \$78,586,000 reflects that the "floor" payment amount was established by Section 318 of the 1993 Interior Department and Related Agencies Appropriations

Act, thus creating a higher payment to counties in 1993 than would otherwise occur if the normal distribution of receipts under the formula were in effect.

The 1994 Budget Request for Permanent Budget Authority is a decrease of \$52,474,000. The decrease reflects a projection that the level of receipts in 1994 will decrease from 1993 because the estimated volume of timber to be harvested is expected to decline, mostly as a result of decreased sales in 1992, 1993, and 1994.

❖1994 Program Change❖

An amount of \$26,111,000 is proposed as Current, Discretionary Budget Authority to reflect the continuation of the a floor provision on payments to the O & C counties in 1994, but not in excess of the total receipts to be collected. The total estimated receipts for 1994 is \$52,223,000.

Justification of Program and Performance

Activity: Payments to States (proceeds of sales)

Table IV Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	926	-308	0	618	-308
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with the *Department of the Interior and Related Agencies Appropriations Act of 1952* (65 Stat. 252), the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Land and Public Land products. These payments are to be used for educational purposes or for construction of public roads and improvements. Payments for the first 11 months of the current fiscal year are disbursed in September of the collection year, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The

amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

The 1994 Budget Request is an decrease of \$308,000. This decrease is based on the assumption that there will be a decrease in the volume of timber harvested and paid for in 1994 from BLM managed Public Land (other then O&C grant lands and CBWR lands) in both western Oregon and other Public Land states.

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc., Public Lands outside grazing districts

Table V Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	1,291	+842	0	2,133	+842
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315b and 315i), the States are paid 50 percent of the grazing fee receipts from Public Land outside of organized grazing districts. These funds are to be expended by the states for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal

year without regard to when the actual disbursements occur. The 1994 Budget Request is an increase of \$842,000. The increase occurs due to an estimated increase in grazing receipts in 1994. These receipt estimates are technical estimates only. The Secretary has been charged with reviewing and updating the grazing fee structure.

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc., Public Lands within grazing districts

Table VI Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	1,935	+1,261	0	3,196	+1,261
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315b and 315i), the States are paid 12½ percent of the grazing fee receipts from lands within organized grazing district boundaries. These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year represent the total amount of the payment applicable to that fiscal year without

regard to when the actual disbursements occur.

The 1994 Budget Request is an increase of \$1,261,000. This increase occurs because of an estimated increase in grazing receipts in 1994. The receipt estimates are technical estimates only. The Secretary has been charged with reviewing and updating the grazing fee structure.

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc., Public Lands within grazing districts, miscellaneous

Table VII Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	9	+7	0	16	+7
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts that are administered under certain cooperative agreements which stipulate that the fees be retained by the BLM for distribution. These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year, however, represent the total

amount of the payment applicable to that fiscal year without regard to when the actual disbursements.

The 1994 Budget Request is an increase of \$7,000. This increase occurs because of an estimated increase in grazing receipts in 1994. The receipt estimates are technical estimates only. The Secretary has been charged with reviewing and updating the grazing fee structure.

Justification of Program and Performance

Activity: Payments to Alaska, National Petroleum Reserve

Table VIII Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	91	-45	0	46	-45
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with 94 Stat. 1964 (42 U.S.C. 6508), Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from oil and gas leasing in the National Petroleum Reserve in Alaska (NPRA). The funds are to be used for planning, constructing, maintaining, and operating essential public facilities and other necessary provisions of public service. Payments are made semi-annually (as soon as

practicable after March 30 and September 30 of each year) for the previous 6 months' collections. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur. The 1994 Budget Request is a decrease of \$45,000. The decrease is due to the continued decline in the number of acres under lease.

Justification of Program and Performance

Activity: Payments to Counties, National Grasslands (Farm Tenant Act Lands)

Table IX Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	479	+117	0	596	+117
FTE	0	0	0	0	0

❖1994 Program❖

In accordance with 7 U.S.C. 1012, the *Bankhead-Jones Farm Tenant Act of 1937*, and Executive Orders 10787 and 10890, which transferred the management of certain Farm Tenant Act-Land Utilization (LU) Project lands to the jurisdiction of the Department of the Interior, 25 percent of the revenues received from the use of these LU project lands, including grazing and mineral leasing, are paid to the counties in which such lands are located. These funds are used by the counties for schools and roads. Payments are made as soon as practicable after the end of each

calendar year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

The 1994 Budget Request is an increase of \$117,000. The increase occurs because of a projected increase in grazing receipts in 1994. The receipts estimates are technical estimates only. The Secretary has been charged with reviewing and updating the grazing fee structure.

Justification of Program and Performance

Activity: Road Maintenance Deposits

Table X Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	3,000	-1,000	0	2,000	-1,000
FTE	37	0	0	37	0

❖1994 Program❖

Section 502(c) of the *Federal Land Policy and Management Act of 1976* (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are permanently appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California Grant Lands are available for those

lands only (43 U.S.C. 1735(b)), excluding \$225,000 which is earmarked for administrative expenses.

These road maintenance deposit funds are used in combination with funds appropriated in the "O&C Grant Lands" appropriation for transportation maintenance to accomplish the total level of workload on the BLM western Oregon road system. (See "O&C Grant Lands," Western Oregon Transportation Maintenance, for additional program description.)

Justification of Program and Performance

Activity: Payments to Nevada from receipts on land sales

Table XI Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	1,500	0	0	1,500	0
FTE	0	0	0	0	0

❖1994 Program❖

Public Law 96-586 of 1980 (*the Burton-Santini Act*) authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada, and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the funds

returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. Payments for the first 10 months of the collection year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance

Activity: Payments from proceeds, sale of water

Table XII Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Change From 1993 (+/-)
\$	0	0	0	0	0
FTE	0	0	0	0	0

❖1994 Program❖

Section 40(d) of the *Mineral Leasing Act of 1920* (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on Public Land strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells. Consistently, funds derived from such proceeds have been recommended for deferral each year by the Administration.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Object Class	1993 Enacted		Uncontrollable Changes		Programmatic Changes		1994 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11 Personnel Compensation:								
11.1 Full-time permanent.....		1,055		10				1,065
11.3 Other than full-time permanent.....		175		2				177
11.5 Other personnel compensation.....		34		1				35
11.9 Total personnel compensation.....	37	1,264	0	13	0	0	37	1,277
Other Objects:								
12.1 Civilian personnel benefits.....		260		(90)				170
21.0 Travel and transportation of persons.....		6		(1)				5
22.0 Transportation of things.....		670		(400)				270
23.3 Communications, utilities, and miscellaneous charges.....		15						15
25.2 Other services.....		523		(345)				178
26.0 Supplies and materials.....		250		(177)				73
31.0 Equipment.....		10						10
32.0 Lands and structures.....		2						2
41.0 Grants, subsidies, and contributions.....		85,721		(24,489)				61,232
Total Requirements	37	88,721	0	(25,489)	0	0	37	63,232

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.01 Payments to Oklahoma (royalties).....	11	4	4
00.02 Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road receipts.....	575	900	900
00.03 Payments to counties, Oregon and California grant lands.....	90,653	78,586	52,223
00.04 Payments to States (proceeds of sales).....	1,102	926	618
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,281	1,291	1,274
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,894	1,935	1,909
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	5	9	9
00.08 Payments to Alaska, National Petroleum Reserve.....	19	91	50
00.09 Payments to counties, national grasslands.(Farm Tenant Act lands).....	381	479	477
00.10 Expenses, road maint. deposits.....	3,660	3,000	2,052
00.11 Payments to Nevada from receipts on land sales.....	688	1,500	1,500
10.00 Total obligations.....	100,269	88,721	61,016

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999	1992 actual	1993 enacted	1994 estimate
Financing:			
17.00 Recovery of prior year obligations.....	(85)	---	---
21.40 Unobligated balance available, start of year.....	(2,811)	(40,226)	(40,226)
24.40 Unobligated balance available, end of year.....	40,226	40,226	40,174
39.00 Budget authority (gross).....	137,599	88,721	60,964
40.25 Appropriation (special fund, indefinite).....	---	---	26,111
60.25 Budget authority (appropriation) (special fund, indefinite).....	137,599	88,721	34,853
Relation of obligations to outlays:			
71.00 Total obligations.....	100,268	88,721	61,016
72.40 Obligated balance, start of year.....	39,886	10,536	4,258
74.40 Obligated balance, end of year.....	(10,536)	(4,258)	---
78.00 Adjustments in unexpired accounts.	(85)	---	---
90.00 Outlays.....	129,533	94,999	65,274

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code: 14-9921-0-2-999	1992 actual	1993 enacted	1994 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	1,016	1,055	1,065
11.3 Other than full-time permanent.....	169	175	177
11.5 Other personnel compensation.....	27	34	35
11.9 Total personnel compensation.....	1,212	1,264	1,277
12.1 Civilian personnel benefits.....	250	260	170
21.0 Travel and transportation of persons.....	2	6	5
22.0 Transportation of things.....	926	670	270
23.3 Communications, utilities, and miscellaneous charges.....	10	15	15
25.2 Other services.....	966	523	230
26.0 Supplies and materials.....	285	250	73
31.0 Equipment.....	10	10	10
32.0 Land and structures.....	---	2	2
41.0 Grants, subsidies, and contributions.....	96,608	85,721	58,964
99.9 Total obligations.....	100,269	88,721	61,016

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code: 14-9921-0-2-999	1992 actual	1993 enacted	1994 estimate
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	37	37	37
Full-time equivalent of overtime and holiday hours.....	1	1	1

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Legislative Proposal
Program and Financing (in thousands of dollars)

Identification code: 14-9921-4-2-999	1992 actual	1993 enacted	1994 estimate
Program by activities:			
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	---	---	859
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	---	---	1,287
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	---	---	7
00.08 Payments to Alaska, National Petroleum Reserve.....	---	---	(4)
00.09 Payments to counties, national grasslands (Farm Tenant Act lands).....	---	---	119
10.00 Total obligations (object class 41.0).....	---	---	2,268
60.25 Budget authority (appropriation) (special fund, indefinite).....	---	---	2,268
Relation of obligations to outlays:			
71.00 Total obligations.....	---	---	2,268
74.40 Obligated balance, end of year.....	---	---	(182)
90.00 Outlays.(net).....	---	---	2,086

**Appropriation: Cook Inlet Region, Inc. Property Account
(Permanent)**

(This is a permanent appropriation. No current language is proposed.)

Justification of Program and Performance

Appropriation: Cook Inlet Region, Inc. Property Account (Permanent)

Activity: CIRI Property Account

Table I Activity Summary (\$ 000s).

	1993 Enacted To Date	Uncontrollable Changes (+/-)	Program Changes (+/-)	1994 Budget Request	Changes from 1993 (+/-)
\$	---	---	---	---	---
FTE	---	---	---	---	---

This account reflects the funds appropriated by Section 9102 of the 1990 Department of Defense Appropriations Act (P.L. 101-165) for the acquisition by the Cook Inlet Region, Incorporated (CIRI) of Federal real properties, improvements on such lands or rights to their use or exploitation, and any personal property related to the land purchased, as authorized by the provisions of section 12(b) of Public Law 94-204 (43 U.S.C. 1611), as amended. Funds are made available to the Bureau of Land Management for administration and subsequent payment of purchase rights exercised by CIRI.

❖Authorizations❖

The Alaska Native Claims Settlement Act of 1971 as amended by Public Law 94-204 of 1976 (43 U.S.C. 1611) directs the Secretary to make conveyances to Cook Inlet Region, Inc. (CIRI) in accordance with the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area."

The Alaska National Interest Lands Conservation Act of 1980 (43 U.S.C. 1611) authorizes CIRI to bid on surplus property in accordance with the Federal Property and Administrative Services Act of 1940 (40 U.S.C. 484), and provided for the establishment of a CIRI surplus property account by the Secretary of the Treasury.

The Alaska Railroad Transfer Act of 1982 (43 U.S.C. 16611) expands the account by allowing CIRI to bid on properties anywhere in the United States.

The 1988 Department of Defense Appropriations Act (101 Stat. 3129-318) authorized CIRI to bid at any public sale of property by any agent of the United States including the Department of the Defense.

The 1990 Department of Defense Appropriation Act (16 U.S.C 396f) appropriated monies to be placed into the CIRI Property Account in the U.S. Treasury, as permanent budget authority.

❖1994 Program❖

Several statutes have granted authorities to various Native corporations and the State of Alaska to select parcels of Federal land in Alaska. The Alaska Statehood Act of 1958 granted the new State government 104 million acres of public land. The Alaska Native Claims Settlement Act (ANCSA) of 1971 authorized Native corporations to select 44 million acres. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 added 104 million acres to national parks, wildlife refuges and other parts of the conservation system, as well as clarifying and expanding upon issues relative to ANCSA.

The State government has primarily selected lands with the potential for resource development. Native corporations, which were established by ANCSA to handle money and lands granted to Alaska Natives, also wanted lands that could be developed for the economic benefit of Alaska Natives, as well as some of the lands where Native peoples had historically lived, hunted, and fished.

CIRI was established as a Native corporation by ANCSA. Special problems associated with CIRI's ability to obtain lands entitled to it under ANCSA have resulted in a number of legislative and administrative attempts at resolutions. Amendments to ANCSA in P.L. 94-204 of January 2, 1976 provided: (1) for the establishment (but not funding) of a CIRI Surplus Property Account for the purpose of bidding on Federal surplus property; (2) identification of the entitlement to be charged against the surplus property account; and (3) the basis for computing gain or loss against CIRI's entitlement. These provisions have been amended several more times with respect to the land selections of CIRI. One of these amendments, P.L. 96-487 (December 2, 1980), provided for the establishment of a Property Account for CIRI in the Treasury of the United States. Another amendment to the Alaska Railroad Transfer Act in 1983, (P.L. 97-468, January 14, 1983), defined terms and conditions for the CIRI Property Account. However, it was not until 1990 that actual funding for the CIRI Property Account was appropriated, as permanent budget authority, by P.L. 101-165, the Department of the Defense Appropriations Act of 1990.

Based on the various legislative authorities, agreements made between the Department of the Interior (DOI) and CIRI further defined a mechanism to account for CIRI's entitlements and a system of priorities for allocations of debits resulting from the fulfillment of the CIRI entitlement. The Memorandum of Understanding between the DOI and CIRI, dated April 11, 1986, requires the Department to adjust the CIRI's Remaining Obligation Entitlement Account peri-

odically to reflect changes in the consumer price index (CPI) for the Anchorage, Alaska, area.

Also, by agreement among the Department of the Interior, Department of the Treasury, and the Office of Management and Budget, the BLM has been assigned the responsibility of administering the operations of the CIRI Property Account and appropriated funds, including making the semi-annual CPI adjustments based upon provisions in the MOU.

The remaining entitlement balance in the CIRI Property Account as of the end of December 31, 1992, including all CPI adjustments to that date, is \$27,307,027.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
COOK INLET REGION, INC. PROPERTY
Program and Financing (in thousands of dollars)

Identification code: 14-1118-0-1-302		1992 actual	1993 enacted	1994 estimate
Program by activities:				
10.00	Total obligations (object class 25.0).....	62,899	---	---
Financing:				
21.40	Unobligated balance available, start of year.....	(89,149)	(26,687)	(26,687)
24.40	Unobligated balance available, end of year.....	26,687	26,687	26,687
60.05	Budget authority (appropriation) (indefinite).....	437	---	---
Relation of obligations to outlays:				
71.00	Total obligations.....	62,899	---	---
90.00	Outlays.....	62,899	---	---

**1993 Supplemental Appropriation Request
Economic Stimulus**

Appropriation Language Sheet

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

*For an additional amount for "Management of Lands and Resources,"
\$1,878,000, to remain available until September 30, 1993.*

Summary of Requirements
(dollars in thousands)

Appropriation: Management of Lands and Resources

	FTE	Amount
1993 Enacted to Date	7,893	540,246
Program Changes	0	1,878
1993 Revised Request	7,893	542,124

Comparison by Activity/Subactivity	1993 Enacted To Date	Supplemental Requested	1993 Revised
Riparian		1,878	1,878
Other Programs	540,246	0	540,246
Total	540,246	1,878	542,124

Justification of Program and Performance

Activity: Renewable Resources Management

Subactivity: Economic Stimulus - Riparian

Table I Supplemental Appropriation - Activity Summary (\$ 000s).

	1993 Enacted To Date	Supplemental Appropriation	New 1993 Total Appropriation
Economic Stimulus - Riparian			
\$	0	+1,878	1,878

❖Objectives❖

The objectives of this supplemental appropriation request are to:

- stimulate economic recovery in depressed areas and create summer jobs for unemployed youths;
- enhance riparian ecosystems and biodiversity; and
- reduce soil erosion and sedimentation in stream systems.

❖Economic Stimulus for Riparian Work - MLR❖

The 1993 Supplemental Appropriation request will increase the Enacted to Date funding level by \$1,878,000, for MLR, resulting in a new total 1993 funding level of \$542,124,000. No additional FTE are requested in connection with this supplemental funding.

The requested supplemental of \$1,878,000 will be used by BLM to enhance riparian ecosystem management through common practices such as fence construction, planting, seeding, thinning, dike and pond construction, and weed control. Work will be performed in 11 western states. All

of the work will be contracted to the private sector to help stimulate economic growth and decrease unemployment. It is anticipated that this work will result in the creation of approximately 58 6-month jobs, and 72 1-month jobs.

These riparian management practices are directed at improving riparian conditions and contributing to the attainment of the BLM's goal of 75 percent of all riparian areas in proper functioning condition by 1997. The project work to be conducted with these funds will promote riparian health and improve the functioning of the riparian ecosystems. Over time these improvements will enhance wildlife habitat and watershed conditions.

The 1993 supplemental supports the BLM's *Riparian-Wetland Initiative for the 1990s*, and provides private sector jobs for economic stimulus.

**1993 Supplemental Appropriation Request
Economic Stimulus**

Appropriation Language Sheet

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON & CALIFORNIA GRANT LANDS

For an additional amount for "Oregon and California grant lands," \$15,028,000, to remain available until September 30, 1993.

**Summary of Requirements
(dollars in thousands)**

Appropriation: Oregon and California Grant Lands

	FTE	Amount
1993 Enacted to Date	1,317	82,415
Program Changes	0	15,028
1993 Revised Request	1,317	97,443

Comparison by Activity/Subactivity	1993 Enacted To Date	Supplemental Requested	1993 Revised
Western Oregon Resources Mgmt:			
Forest Management	29,210	0	29,210
Reforestation and Forest Development	29,117	5,635	34,752
Other Forest Resources Mgmt	10,760	0	10,760
Resource Management Planning	2,513	0	2,513
Subtotal, W.O. Res. Mgmt	71,600	5,635	77,235
Western Oregon Information and Data Systems:			
Data Systems Operation and Management	2,242	0	2,242
Resources Data Acquisition and Management	218	0	218
Subtotal, W.O. Inf. & Data Systems	2,460	0	2,460
Western Oregon Facilities Maintenance			
Facilities Maintenance	3,105	0	3,105
Transportation Systems Maint	4,351	9,393	13,744
Subtotal, Western Ore. Facilities Maint.	7,456	9,393	16,849
Western Oregon Constr. and Acquisition:			
Construction	584	0	584
Acquisition	315	0	315
Subtotal, W.O. Constr. and Acquisition	899	0	899
TOTAL APPROPRIATION	82,415	15,028	97,443

Justification of Program and Performance

Activity: Western Oregon Renewable Resources Management Subactivity: Forest Development and Reforestation

Table II Activity Summary (\$ 000s).

	1993 Enacted To Date	Supplemental Appropriation	Revised 1993 Appropriation
Reforestation and Forest Development			
\$	29,117	+5,635	34,752
FTE	400	0	400

❖Objectives❖

The objectives of this supplemental Appropriation are to:

- stimulate economic recovery in depressed counties in Western Oregon and create summer jobs for unemployed youths;
- enhance forest ecosystems and biodiversity; and
- reduce soil erosion and sedimentation in stream systems;

❖Economic Stimulus for O&C Reforestation❖

The 1993 Enacted Funding Level for Reforestation and Forest Development is \$29,117,000. The 1993 Supplemental Appropriation will increase the Enacted funding level by \$5,635,000, resulting in a revised 1993 funding level of \$34,752,000.

The BLM will enhance forest ecosystem management through common silvicultural practices such

as Pre-Commercial Thinning (PCT) and brush control on six Districts in Western Oregon. This work will be accomplished on approximately 39,000 acres and will reduce the PCT backlog by approximately 70 percent. All of the work will be contracted to the private sector to help stimulate economic growth and decrease unemployment. It is anticipated that this work will result in the creation of approximately 420 jobs of approximately 3-month duration.

These forest management practices are directed at developing multi-story natural forest stands that will more quickly attain old growth characteristics in some areas. In other areas designated for timber production, the projects will increase growth rates to improve future forest products.

All of this work will promote forest health and increase biodiversity. Over time these improvements will enhance wildlife habitat and watershed conditions. All of this work will be consistent with the Endangered Species Act and the Northern Spotted Owl Recovery Plan.

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance Subactivity: Transportation Systems Maintenance

Table III Activity Summary (\$ 000s).

	1993 Enacted To Date	Supplemental Appropriation	Revised 1993 Appropriation
Transportation System Maintenance			
\$	4,351	+9,393	13,744
FTE	68	0	68

❖Objectives❖

The objectives of this supplemental appropriation request are to:

- stimulate economic recovery in depressed counties in Western Oregon and create summer jobs for unemployed youths;
- reduce soil erosion and sedimentation in stream systems; and
- improve the health and safety of the transportation system in Western Oregon.

❖Economic Stimulus for O&C Transportation Maintenance❖

The 1993 Enacted Funding Level for Transportation System Maintenance is \$4,351,000. The 1993 Supplemental Appropriation will increase the Enacted Funding level by \$9,393,000, resulting in a revised 1993 funding level of \$13,744,000.

BLM will contract to the private sector repair and maintenance of approximately 85 bridges, installation of 45 bridge guardrail, 40 culverts, 270,000 cubic yards of crushed aggregate, and 334 miles of chip and seal surfacing on deteriorating bituminous-surfaced road. It is anticipat

ed that this work will create approximately 510 jobs of 3-month duration. This work will reduce the maintenance backlog of transportation systems work in Western Oregon, and improve the safety of the road systems for the increasingly heavier use it is receiving.

The work priorities were established based on reducing public health and safety threats, and improving facilities that had degraded to the point that they were contributing, as a point source, to stream sedimentation. All of the work that is not directly related to public health and safety will reduce the amount of erosion off road surfaces, road cuts, fill slopes, and road/stream crossings.

The results of this work will be to improve the utility of the transportation system, increase public health and safety, reduce stream sedimentation, enhance fisheries, and improve water quality.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
1993 Proposed Supplemental
Program and Financing (in thousands of dollars)

Identification code: 14-1116-1-1-302	1993 actual Presently Available	1993 actual Proposed Supplemental	1993 actual Revised Estimate
Program by activities:			
00.01 Western Oregon resources management.....	---	5,635	---
00.03 Western Oregon facilities maintenance.....	---	9,393	---
10.00 Total obligations (object class 25.0).....	---	15,028	---
Budget Authority			
40.00 Appropriation.....	---	15,028	---
71.00 Total obligations.....	---	15,028	---
72.40 Obligated balance, start of year.....	---	---	1,528
74.40 Obligated balance, end of year.....	---	(1,528)	---
90.00 Outlays (net).....	---	13,500	1,528

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
1993 Proposed Supplemental
Program and Financing (in thousands of dollars)

Identification code: 14-1109-1-1-302	1993 actual Presently Available	1993 actual Proposed Supplemental	1993 actual Revised Estimate
Program by activities:			
00.03 Renewable resources management.....	---	1,878	---
10.00 Total obligations (object class 25.0).....	---	1,878	---
Budget authority:			
40.00 Appropriation.....	---	1,878	---
Relation of obligations to outlays:			
71.00 Total obligations.....	---	1,878	---
72.40 Obligated balance, start of year.....	---	---	178
74.40 Obligated balance, end of year.....	---	(178)	---
90.00 Outlays (net).....	---	1,700	178

10/10/10

10/10/10

10/10/10

10/10/10

10/10/10

❖Administrative Provisions❖

Appropriation Language Sheet

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to \$100,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: *Provided*, That appropriations herein made for Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant Lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That appropriations herein made, in fiscal year 1993 and thereafter, may be expended for surveys of Federal lands and on a reimbursable basis for surveys of Federal lands and for protection of lands for the State of Alaska: *Provided further*, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: *Provided further*, That notwithstanding 44 U.S.C. 501, the Bureau may, under cooperative cost-sharing and partnership arrangements authorized by law, procure printing services from cooperators in connection with jointly-produced publications for which the cooperators share the cost of printing either in cash or in services, and the Bureau determines the cooperator is capable of meeting accepted quality standards: *Provided further*, That notwithstanding any other provision of law and effective upon the date of enactment of this Act, for fiscal year 1993, for each unpatented mining claim, mill or tunnel site on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28-28e), and the filing requirements contained in section 314 (a) and (c) of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1744 (a)

and (c), each claimant shall, except as provided otherwise by this Act, pay a claim rental fee of \$100 to the Secretary of the Interior or his designee on or before August 31, 1993 in order for the claimant to hold such unpatented mining claim, mill, or tunnel site for the assessment year ending at noon on September 1, 1993: *Provided further*, That for fiscal year 1993, each claimant—(i) that is producing under a valid notice or plan of operation not less than \$1,500 and not more than \$800,000 in gross revenues per year as certified by the claimant from ten or fewer claims; or—(ii) that is performing exploration work to disclose, expose, or otherwise make known possible valuable mineralization on ten or fewer claims under a valid notice or plan of operation; and that has less than ten acres of unreclaimed surface disturbance from such mining activity or such exploration work, may elect to either pay the claim rental fee for such year or in lieu thereof do assessment work required by the Mining Law of 1872 (30 U.S.C. 28–28e) and meet the filing requirements of FLPMA (43 U.S.C. 1744 (a) and (c)) on such ten or fewer claims and certify the performance of such assessment work to the Secretary by August 31, 1993: *Provided further*, That for fiscal year 1994, for each unpatented mining claim, mill or tunnel site on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28–28e) and filing requirements of FLPMA (43 U.S.C. 1744 (a) and (c)), each claimant shall, except as provided otherwise by this Act, pay an annual claim rental fee of \$100 per claim to the Secretary of the Interior or his designee on or before August 31, 1993 in order for the claimant to hold such unpatented mining claim, mill or tunnel site for the following assessment year beginning at noon on September 1: *Provided further*, That in fiscal year 1994, each claimant—(i) that is producing under a valid notice or plan of operation not less than \$1,500 and not more than \$800,000 in gross revenues per year as certified by the claimant from ten or fewer claims; or—(ii) that is performing exploration work to disclose, expose, or otherwise make known possible valuable mineralization on ten or fewer claims under a valid notice or plan of operation; and that has less than ten acres of unreclaimed surface disturbance from such mining activity or such exploration work, may elect to either pay the claim rental fee for such year or in lieu thereof do assessment work required by the Mining Law of 1872 (30 U.S.C. 28–28e) and meet the filing requirements of FLPMA (43 U.S.C. 1774 (a) and (c)) on such ten or fewer claims and certify the performance of such assessment work to the Secretary by August 31, 1993: *Provided further*, That for every unpatented mining claim, mill or tunnel site located after the date of enactment of the Act through September 30, 1994, the locator shall pay \$100 to the Secretary of the Interior or his designee at the time the location notice is recorded with the Bureau of Land Management to hold such claim for the year in which the location was made: *Provided further*, That the co-ownership provision of the Mining Law of 1872 (30 U.S.C. 28–28e) will remain in effect except that the annual claim rental fee, where applicable, shall replace applicable assessment requirements and

expenditures through fiscal year 1994: *Provided further*, That failure to make the annual payment of the claim rental fee as required by this Act shall conclusively constitute an abandonment of the unpatented mining claim, mill or tunnel site by the claimant: *Provided further*, That nothing in this Act shall change or modify the requirements of section 314(b) of FLPMA (43 U.S.C 1744(b)) or the requirements of section 314(c) of FLPMA (43 U.S.C. 1774(c)) related to filings required by section 314(b), which shall remain in effect: *Provided further*, That the Secretary of the Interior shall promulgate rules and regulations to carry out the purposes of this section as soon as practicable after the effective date of this Act: *Provided further*, That for purposes of determining eligibility for the exemption from the claim rental fee required by this Act, any claims held by a husband and wife, either jointly or individually, or their children under the age of discretion, shall be counted together toward the ten claim limit.]

(Department of the Interior and Related Agencies Appropriations Act, 1993.)

❖Administrative Provisions❖

Justification of Proposed Language Changes

1. Deletion: [*Provided further*, That appropriations herein made, in fiscal year 1993 and thereafter, may be expended for surveys of Federal lands and on a reimbursable basis for surveys of Federal lands and for protection of lands for the State of Alaska;]

Under the *Department of the Interior and Related Agencies Appropriations Act for 1993*, language provides for the continuation of these activities "in fiscal year 1993 and thereafter," thus, making this section a permanent provision of law.

2. Deletion: [*Provided further*, That notwithstanding any other provision of law and effective upon the date of enactment of this Act, for fiscal year 1993, for each unpatented mining claim, mill or tunnel site on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28–28e), and the filing requirements contained in section 314 (a) and (c) of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1744 (a) and (c)), each claimant shall, except as provided otherwise by this Act, pay a claim rental fee of \$100 to the Secretary of the Interior or his designee on or before August 31, 1993 in order for the claimant to hold such unpatented mining claim, mill, or tunnel site for the assessment year ending at noon on September 1, 1993; *Provided further*, That for fiscal year 1993, each claimant—(i) that is producing under a valid notice or plan of operation not less than \$1,500 and not more than \$800,000 in gross revenues per year as certified by the claimant from ten or fewer claims; or—(ii) that is performing exploration work to disclose, expose, or otherwise make known possible valuable mineralization on ten or fewer claims under a valid notice or plan of operation; and that has less than ten acres of unreclaimed

surface disturbance from such mining activity or such exploration work, may elect to either pay the claim rental fee for such year or in lieu thereof do assessment work required by the Mining Law of 1872 (30 U.S.C. 28–28e) and meet the filing requirements of FLPMA (43 U.S.C. 1744 (a) and (c)) on such ten or fewer claims and certify the performance of such assessment work to the Secretary by August 31, 1993; *Provided further*, That for fiscal year 1994, for each unpatented mining claim, mill or tunnel site on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28–28e) and filing requirements of FLPMA (43 U.S.C. 1744 (a) and (c)), each claimant shall, except as provided otherwise by this Act, pay an annual claim rental fee of \$100 per claim to the Secretary of the Interior or his designee on or before August 31, 1993 in order for the claimant to hold such unpatented mining claim, mill or tunnel site for the following assessment year beginning at noon on September 1: *Provided further*, That in fiscal year 1994, each claimant—(i) that is producing under a valid notice or plan of operation not less than \$1,500 and not more than \$800,000 in gross revenues per year as certified by the claimant from ten or fewer claims; or—(ii) that is performing exploration work to disclose, expose, or otherwise make known possible valuable mineralization on ten or fewer claims under a valid notice or plan of operation; and that has less than ten acres of unreclaimed surface disturbance from such mining activity or such exploration work, may elect to either pay the claim rental fee for such year or in lieu thereof do assessment work required by the Mining Law of 1872 (30 U.S.C. 28–28e) and meet the filing requirements of FLPMA (43 U.S.C. 1774 (a) and (c)) on such ten or fewer claims and certify the performance of such assessment work to the Secretary by August 31, 1993; *Provided further*, That for every unpatented mining claim, mill or tunnel site located after the date of enactment of the Act through September 30, 1994, the locator shall pay \$100 to the Secretary of the Interior or his designee at the time the location notice is recorded with the Bureau of Land Management to hold such claim for the year

in which the location was made: *Provided further*, That the co-ownership provision of the Mining Law of 1872 (30 U.S.C. 28–28e) will remain in effect except that the annual claim rental fee, where applicable, shall replace applicable assessment requirements and expenditures through fiscal year 1994: *Provided further*, That failure to make the annual payment of the claim rental fee as required by this Act shall conclusively constitute an abandonment of the unpatented mining claim, mill or tunnel site by the claimant: *Provided further*, That nothing in this Act shall change or modify the requirements of section 314(b) of FLPMA (43 U.S.C 1744(b)) or the requirements of section 314(c) of FLPMA (43 U.S.C. 1774(c)) related to filings required by section 314(b), which shall remain in effect: *Provided further*, That the Secretary of the Interior shall promulgate rules and regulations to carry out the purposes of this section as soon as practicable after the effective date of this Act: *Provided further*, That for purposes of determining eligibility for the exemption from the claim rental fee required by this Act, any claims held by a husband and wife, either jointly or individually, or their children under the age of discretion, shall be counted together toward the ten claim limit.]

Under the *Department of the Interior and Related Agencies Appropriations Act for 1993*, to hold a mining claim, claimants must pay an annual rental fee. A portion of the annual mining claim rental fee was advanced to BLM to cover the costs of administering the mining law and rental program. The advance of funds was a replacement for the previous direct appropriation for Mining Law Administration under the "Management of Lands and Resources" appropriation. Because the law expires as of September 30, 1994, no current authority exists to collect the holding fee for the full assessment year beginning September 1, 1994. Under the 1994 President's Budget, it is anticipated that substantive legislation will be enacted to establish a permanent annual mining claim rental fee, and that a portion of this fee will be available to BLM to administer the hard-rock mining program on Public Land.

**❖Bureau of Land Management
Employee Count by Grade❖**

	1992 Actual	1993 Estimate	1994 Estimate
Executive Level V	4	1	1
Subtotal	4	1	1
ES - 5	6	5	4
ES - 4	11	12	10
ES - 3	2	3	2
ES - 2	2	2	4
ES - 1	4	3	5
Subtotal	25	25	25
GS / GM - 15	69	67	68
GS / GM - 14	228	720	210
GS / GM - 13	693	686	680
GS / GM - 12	1,586	1,580	1,565
GS / GM - 11	2,536	2,521	2,500
GS / GM - 10	266	264	258
GS / GM - 9	1,624	1,615	1,540
GS / GM - 8	295	294	290
GS / GM - 7	1,196	1,160	1,143
GS / GM - 6	228	720	715
GS / GM - 5	1,291	1,265	1,255
GS / GM - 4	765	763	250
GS / GM - 4	295	235	290
GS / GM - 2	68	68	68
GS / GM - 1	38	38	38
Subtotal	11,614	11,496	11,314
Ungraded	680	673	660
Total employment (actual/projected) at end of fiscal year	12,320	12,195	12,000

❖Schedule Of Advisory And Assistance Services❖

Table II Schedule of Advisory and Assistance Services, Bureau of Land Management (\$ 000s).

Account Title and Symbol Management of Lands and Resources Account No. 14-1109-0-1-302		1992 Actual	1993 Estimate	1994 Estimate
I. Contractual Services				
Individual Experts & Consultants	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Studies, Analysis & Evaluations	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Management & Professional Support Services	B.A.	1260	1260	1260
	Oblig.	1160	1160	1160
	Outlays	1158	1158	1158
Engineering & Technical Services	B.A.	810	810	760
	Oblig.	810	810	760
	Outlays	705	705	704
Subtotal	B.A.	2070	2070	2020
	Oblig.	1970	1970	1920
	Outlays	1863	1863	1862
II. Personnel Appointments	B.A.	95	95	95
	Oblig.	95	95	95
	Outlays	83	83	83
III. Advisory Committees	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Total	B.A.	2165	2165	2115
	Oblig.	2065	2065	2015
	Outlays	1946	1946	1945

Prepared: March 19, 1993; R. Hildebeidel; (202) 208-4168

❖Research And Development Activities❖

BLM's research and development (R&D) program consists mainly of cooperative research projects involving applied R&D needs conducted through Federal research agencies and universities. Activities are financed through the benefiting multiple use programs rather than through a separate R&D account. Projects are selected on the basis of management issues and designed to provide essential data to the land manager to support management decisions. The forecast for 1994 through 1998 is a program responsive to multiple land use issues which will be funded at a fairly constant rate. The current strategy is not to initiate any new research projects until funds are available upon completion of current projects.

Areas of investigation include: increasing knowledge of how surface uses impact the air resource including acid rain, smoke and particulate matter, and monitoring techniques to provide timely air quality data over wilderness areas. Understanding surface and groundwater impacts as related to land use changes, such as surface mining, contribute to better decision making and enhance our knowledge about appropriate management practices. This would be reflected in more effective mineral extraction while minimizing the impacts to other resources present.

Rangeland resources continue to support those research efforts that provide a better understanding of the impact on the vegetation resources. Focusing on species, community, and genetic diversity, particularly in arid and semi-arid areas, BLM research addresses biological diversity and its relationship to the productivity/sustainability to rangeland ecosystems. Projects include those involving impacts of livestock on vegetation, soil erosion, water quality, and wildlife; techniques for controlling undesirable plants or noxious weeds; methods of reducing short term wildfire impacts; and efficient and effective ways of monitoring vegetation to determine impacts of management decisions and actions.

Wildlife requirements and habitat management and improvement methods are also areas of active investigations. Important efforts being directed towards development of improved techniques for management of riparian and wetland areas, upland game bird habitats and shrub restoration for big game winter range. BLM is continuing work on projects for the Snake River Birds of Prey Area. This work includes the evaluation of National Guard activities on the biological productivity of raptor and prey species critical to maintaining the raptor populations within the Snake River Canyon and adjacent uplands.

BLM will continue to conduct important cooperative studies of the Desert Tortoise populations and habitats in the southwest. This species has been listed as threatened by the Fish and Wildlife Service. Potential management practices and other techniques will be investigated and evaluated in order to ensure the recovery of the tortoise population with a minimum effect on other uses of the Public Land. The multiple studies currently underway are in support of the Desert Tortoise range-wide plan which encompasses parts of Utah, Nevada, Arizona and California.

In 1994, Coastal Oregon Productivity Enhancement (COPE) will be in its eighth year of development. BLM provides \$1.3 million for this research. This is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range. According to the cooperative agreement, all of the funds allocated to COPE are transferred to the Forest Service Pacific Northwest Experiment Station which then provides payment to other cooperators.

In western Oregon, understanding the northern spotted owl and its special habitat requirements

has become critical to the preservation of this endangered species. Forest management plans are being developed which promote an ecosystem management approach for sustaining owl populations as well as other threatened species. Through a balanced approach to habitat management and modified timber harvest practices, long term biodiversity and critical habitat goals are to be achieved. To support plan objectives, BLM will continue to carry out special studies, monitoring, and research associated with the northern spotted owl and other old growth-dependent wildlife species. The data needs include habitat use, movements, seasonal distribution, and species population density studies. Timber harvest practices are also being studied to determine the best method to reach ecosystem goals while maintaining economic stability.

The BLM Global Change Research Program is part of the US Global Change Research Program coordinated by the Subcommittee on Global Change Research, Committee on Earth and Environmental Sciences. The BLM program consists of 6 projects conducted by BLM cooperative research units and through agreements with several universities. The program focuses on understanding the effects and response of sensitive ecosystems to climate change in several regions in the West, including the Great Basin and Columbia Plateau, Rocky Mountain wilderness areas, riparian areas, and areas susceptible to desertification. Under an agreement between the U.S. and Russia, the "Paired Ecosystem Project" is studying anticipated ecosystem change in four climatic zones in the Northern hemisphere.

Table III Research and Development, Bureau of Land Management (\$ millions).

Conduct of R&D By Activity	Line Code		1992	1993	1994	1995	1996	1997	1998
Basic Research	101	B.A.	---	---	---	---	---	---	---
		Oblig.	---	---	---	---	---	---	---
		Outlays	---	---	---	---	---	---	---
Applied Research	102	B.A.	8.5	6.9	7.3	---	---	---	---
		Oblig.	8.5	6.9	7.3	---	---	---	---
		Outlays	7.4	6.8	7.3	---	---	---	---
Total Research	103	B.A.	8.5	6.9	7.3	---	---	---	---
		Oblig.	8.5	6.9	7.3	---	---	---	---
		Outlays	7.4	6.8	7.3	---	---	---	---
Development	101	B.A.	1.2	1.1	1.2	---	---	---	---
		Oblig.	1.2	1.1	1.2	---	---	---	---
		Outlays	1.0	1.1	1.2	---	---	---	---
Total Conduct of R&D	199	B.A.	9.7	8.0	8.5	8.5	8.5	8.5	8.5
		Oblig.	9.7	8.0	8.5	8.5	8.5	8.5	8.5
		Outlays	8.4	7.9	8.5	8.5	8.5	8.5	8.5
Conduct of R&D Performed by Colleges and Universities	201	B.A.	3.9	3.9	3.9	---	---	---	---
		Oblig.	3.9	3.9	3.9	---	---	---	---
		Outlays	3.4	3.9	3.9	---	---	---	---
Research & Development Facilities	301	B.A.	---	---	---	---	---	---	---
		Oblig.	---	---	---	---	---	---	---
		Outlays	---	---	---	---	---	---	---

METRIC CONVERSION

BLM is participating in the Interior Metric Group which has developed the Departmental Metric Transition Plan. Based on the Departmental Plan which was approved in April 1992, BLM will develop a Bureau Transition Plan to Implement the Department's Plan.

Appropriate actions will be taken in accordance with the Department's Metric Transition Plan.

Progress and Actions Taken in 1992

BLM actively participated in the Interior Department Subgroup of the Interagency Construction Subcommittee to develop a long-term metric implementation plan for construction activities.

BLM's Wilderness Status Maps were prepared with the legend and scale information presented in metric measurements.

BLM displayed dual-dimensions for coal production data in the 1992 Annual Coal Report submitted to Congress.

Proposed Metric Activities During 1993

The Department of the Interior has directed Bureaus to take a number of actions to assess opportunities for metrication and has directed that certain reports be produced using dual terminology.

The BLM has developed a metric initiatives options plan. Options range from aggressively implementing metric over the next 5 years to maintaining the status quo, awaiting DOI action to prompt further action. Management will decide the appropriate option to pursue.

BLM will continue to identify coal reports and documents with potential to be presented in metric units or dual dimensions.

Metric units or dual-dimensions will be used in recreation-related maps.

❖ Crosscutting Management Initiatives Correcting Material Weaknesses ❖

Correcting Material Weaknesses, 1993 and 1994 (\$ 000s). *

Weakness Area	1993 Enacted to Date	1994 Budget Request	Change from 1994 (+/-)
Fluid Minerals (Oil & Gas) Inspection & Enforcement	11,400	13,400	+2,000
Land Withdrawal Processing and Review	1,200	1,600	+400
Artwork, Artifacts, and Other Museum Properties	247	500	+253
Rangeland Monitoring	0	1,000	+1,000

* The above table only includes additional dollars directed toward correcting identified material weaknesses. It does not include ongoing program work.

Two additional material weakness areas, the management of mineral materials and deficiencies in certain oil and gas programs (formerly oil and gas drainage and Indian lease diligence), are not shown since they are continuing at 1993 levels of funding.

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